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the labour gazette

january 1976

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the labour gazette

a national journal of labour affairs devoted to a better work environment

Published monthly by the Canada Department of Labour

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**Labour
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Government
Publications

contents

Vol. 76, No. 1, January 1976

NEWS BRIEFS

- | | | |
|---|---|---|
| <p>4 PEOPLE</p> <ul style="list-style-type: none">• Sylva Gelber retires
Eaton heads ESSA <p>4 UNEMPLOYMENT INSURANCE</p> <ul style="list-style-type: none">• Premiums, benefits increase <p>4 LABOUR LEGISLATION</p> <ul style="list-style-type: none">• Québec labour standards | <p>5 WAGES</p> <ul style="list-style-type: none">• Québec and B.C. minimum increased
Wage settlements lower <p>5 PENSIONS</p> <ul style="list-style-type: none">• Most important fringe benefit <p>5 UNIONS</p> <ul style="list-style-type: none">• Professors unionize | <p>6 CONVENTIONS</p> <ul style="list-style-type: none">• Labour groups condemn government's anti-inflation program:<ul style="list-style-type: none">— CUPE— B.C. Fed. of Labour— Nfld. and Labrador Fed. of labour— Ont. Fed. of Labour <p>10 HEALTH AND SAFETY</p> <ul style="list-style-type: none">• Québec situation• CNTU protest• Alcoholism programs |
|---|---|---|

FEATURES

- 11 A mixed response to the government's anti-inflation program by George Sanderson and Roy LaBerge
- 15 An economic outlook for 1976 by Frederick Stapenhurst
- 18 International women's year: Part 1 — the government's program by Sharleen Bannon
- 25 Metric conversion: added costs for workers? by Ted Weinstein
- 28 Trends in Canadian strikes 1917 to 1972 by B.L. Kinsley
- 34 Labour organizations in Canada
- 35 Labour legislation in Canada, 1975 — Part 1A: labour relations — general by William H. Langford

DEPARTMENTS

- 39 BOOKS
- | | |
|---|--|
| • <i>The Politics of Labour</i> by T. Phillips Thompson
— reviewed by Alan Whitehorn | • <i>The Story of Unions in Canada</i> by Jack Williams
— reviewed by Roy LaBerge |
|---|--|
- 41 FORUM
- | | | |
|--|--|--|
| • PEI teachers permitted to bargain collectively | • Criticism of public service wages policy | • Labour's opposition to guidelines, ill-founded |
|--|--|--|
- 43 FIFTY YEARS AGO
- | | |
|--------------------------------|----------------------|
| — assistance to the unemployed | — women's status |
| — profit sharing | — industrial fatigue |
- 44 PRICES AND EMPLOYMENT
- 46 ADDITIONS TO THE LIBRARY
- 49 LABOUR STATISTICS



A message from the minister

*In today's society, our central dilemma is how to keep informed amidst the dizzying succession of events and developments in a complex and changing world. This makes it more important than ever that the Department of Labour through **The Labour Gazette** continue to play a leading role — imparting knowledge, furthering understanding, looking for attitudes and concepts suited to our changing socio-economic climate.*

*In its 75th year of publication the **Gazette** mirrored many significant events in the field of labour affairs. It served as a source of labour-related facts, figures, and opinion; it covered important developments in dispute settlement, human rights, and working conditions; it provided a national forum for discussion of prime problems and issues affecting the world of work. In playing these roles, the magazine consistently strove not to reflect favouritism toward, nor to serve as a platform for, the vested interests of any individual or institution.*

*In a readership survey conducted in mid-year, more than 53 per cent of respondents said **The Labour Gazette** "always" provided them with worthwhile information, 95 per cent rated its contents and writing style as "good" to "excellent", and 81 per cent expressed the view that its visual presentation also ranged from good to excellent. We trust that the magazine will continue to make interesting and worthwhile reading in 1976.*

We intend to continue offering our readers an attractive monthly journal — the only one of its kind in Canada — that:

- *encapsulates and synthesizes significant labour-related information gleaned from a wide variety of sources;*
- *imparts key ideas and proposals that may be instrumental in solving current or anticipated work-related problems;*
- *provides content that is generally balanced in relation to people, regions and institutions involved and concerned with labour affairs;*
- *is national in scope but international in outlook;*
- *provides a national forum for the exchange of opinions, proposals, and information on topics of interest to the working population;*
- *includes articles by and for labour and business representatives, educators, economic analysts, industrial-relations and personnel-management practitioners, professional writers and editors, government officials, students, and other interested parties.*

The emphasis will continue to be on articles of interpretation and analysis, combined with news reports on important events and developments, research findings, conference proceedings and so on.

*You've probably noticed some modifications in the **Gazette's** format in the past six months. We plan to bring further changes this year designed to enhance content and make the magazine more attractive visually.*

*Finally, we look forward to a year of challenge and achievement, and through it all, both the Department and the **Gazette** will be devoted to promoting:*

- *the rights of the parties involved in the world of work;*
- *a working environment conducive to physical and social well-being;*
- *a fair return for efforts in the workplace;*
- *and in all cases equitable access to employment opportunities.*

We trust that 1976 will be a year of progress for all Canadians and an especially good year for all our readers.



John Munro

NEWS BRIEFS

PEOPLE

Sylvia Gelber retires

Sylvia Gelber, who was recently made an Officer of the Order of Canada, retired December 5 as director of the Women's Bureau, Canada Department of Labour, a post she has held since October 1968. In this post, she represented Canada on several United Nations bodies including the United Nations Commission on the Status of Women, and has been associated in several capacities with the International Labour Organization and the Organization for Economic Co-operation and Development. She was also a delegate at the 1975 International Women's Year Conference in Mexico.

However, she will be maintaining her relations with the Labour Department in an advisory capacity as special assistant to the deputy minister.



Sylvia Gelber

Eaton heads ESSA

Dr. Ken Eaton, a research economist with Labour Canada's employment relations branch has been elected president of the newly formed Economists, Statisticians and Sociologists Association (ESSA).

The new association will represent 2,300 members in collective bargaining with Treasury Board.

ESSA was formerly a bargaining unit with the Professional Institute of the Public Service of Canada. It won the right to form its own union through an application submitted to the Public Service Staff Relations Board.

UNEMPLOYMENT INSURANCE

Premiums, benefits rise

Unemployment insurance benefits and premiums both increased in January, and the premium change drew criticism from organized labour.

The benefit changes included a \$15-a-week increase to \$200 in maximum insurable earnings. Because the maximum benefit is 66.6 per cent of maximum earnings, it rose to \$133 a week. Minimum benefit, based on minimum insurable weekly earnings of \$40, rose to \$27 a week from \$23.

Insurance premiums rose to about \$1.65 a week from \$1.40 for every

\$100 of earnings — to a maximum of \$3.30 weekly — under amendments to the Unemployment Insurance Act adopted by Parliament in December. As of January 1, maximum unemployment insurance premiums deducted from employee pay cheques climbed to \$3.30 weekly from \$2.59. Employer contributions rose to \$2.40 a week from \$1.96.

In an appearance before the Commons labour and manpower committee, the Canadian Labour Congress described amendments to the Act as "odious in principle and retrogressive."

The CLC said the government should recognize that the high cost of unemployment insurance is due to a high unemployment rate rather than to abuses of the system. It also criticized an amendment that eliminated workers 65 and older from the unemployment insurance program.

"The government has stated that there is a potential saving to the taxpayer of \$125 million from this amendment," the CLC said. "If, instead, the government acted to reduce unemployment by only 1 per cent, it would save the taxpayer close to three times as much in unemployment insurance."

LABOUR LEGISLATION

Québec labour standards

Labour Minister Gerald Harvey of Québec says the provincial government plans to introduce a new code of labour standards under which the government would try to put the province's 1.7 million non-unionized workers on the "same contract footing" as the approximately 1.1 million who are organized.

He outlined the proposals at a one-day conference on collective bargaining in November. He described it as a "social contract" with Québec workers, and said the measure under study includes:

- a minimum wage based on the average wages paid under collective agreements;
- time-and-a-half for overtime, and strict definition of what constitutes a day's, week's or year's work, including a fixed number of holidays throughout the year;
- two weeks' obligatory notice of dismissal to employees with three months or more experience;
- maternity leave, tied in with existing social welfare and unemployment benefits.

He also said the government plans to set up a research centre on industrial safety and accident prevention, and to undertake a complete revision of existing safety legislation.

WAGES

Québec and B.C. minimum increased

Québec's minimum hourly wage rose by 20 cents to \$2.60 on December 1, and Québec Labour Minister Gerald Harvey said it will be increased twice a year from now on — in May and November.

The twice-yearly increase was recommended by a task force headed by Claude Castonguay, a former Québec minister of social affairs, which had also recommended that the minimum wage be

raised to \$2.90 an hour on November 1, 1975.

British Columbia's new minimum wage, effective January 1, at \$3 an hour, is the highest in Canada. Saskatchewan is second, at \$2.80.

Wage settlements lower

The quarterly statistics from the Canada Department of Labour show that wage increases in major contracts were already slowing down before the government announced its anti-inflation program in October.

The 114 settlements during the third quarter produced average annual increases in base rates of 16.8 per cent, compared with 18.5 per cent in the second quarter of 1975.

The figures are based on an analysis of collective agreements covering 500 or more workers, a category covered by the enforceable wage guidelines. However, the statistics exclude construction workers, most of whom also come under the guidelines.

Of the 114 settlements in the third quarter, 35 provide for a cost of living allowance, and the average annual increase in base rates in these settlements was 11.2 per cent, excluding the effect of the COLA clause. The 79 settlements without a COLA clause provide for an average annual increase in base rates of 19.4 per cent.

Third-quarter settlements were also down from the average for the 12-month period ended with the third quarter, which was 17.6 per cent.

Of the 114 third-quarter 1975 settlements, 53 were one-year agreements, with an average

increase in base rates of 21.5 per cent; 43 were two-year pacts with 22.0 per cent for the first year and 11.2 per cent for the second, and 18 were for three years with increases of 18.4 per cent in the first year, 6.3 in the second and 5.0 in the third.

PENSIONS

Most important fringe benefit

A report in the *Montreal Gazette* says surveys conducted among 100,000 employees of 30 companies found pensions to be the most important fringe benefit as far as the workers are concerned.

The surveys were conducted by a Toronto company, Benefacts Limited, which specializes in a relatively new field — employee benefits communications. It provides the workers with information about the value of their fringe benefits.

The Gazette reports that 53 per cent of Canadian Industries Limited employees surveyed pointed to pensions as the company benefit they would most like to see improved. The report quotes Nelson B. Crowder, managing vice-president of Benefacts, as saying the CIL findings are typical: "In fact, the responses to all our surveys are so similar we could pencil in the results ahead of time."

UNIONS

Professors unionize

What is believed to be Ontario's first collective agreement for

university faculty members has been ratified by both parties at Carleton University in Ottawa.

The one-year agreement, which provides for both an immediate payment of \$750 and a 15-per-cent pay increase, raises the minimum salary of a professor to \$23,780, an associate professor to \$18,415, an assistant professor to \$14,500 and a lecturer to \$11,000.

It also has clauses intended eventually to wipe out salary inequalities for men and women, and which make it clear that both a husband and a wife may be hired by the university.

The agreement covers 636 faculty members, instructors and professional librarians.

It drew objections from an organization representing 45 of the university's 180 sessional lecturers because a clause of the agreement freezes the university's budget for hiring sessional lecturers who teach only one course.

CONVENTIONS

Labour groups condemn government's anti-inflation program

CUPE

The 1,000 delegates to the 1975 convention of the Canadian Union of Public Employees heard the federal government's enforceable wage and price guidelines described as the "War Measures Act of 1975."

Stan Little, CUPE's retiring president, denounced the anti-inflation program as making public employees "front line cannon

fodder" in a "phony" war on inflation. "The only thing that won't be phony will be the victims of the wage control mechanism," he added.

Grace Hartman, CUPE's national secretary-treasurer, who was elected to succeed Little as president, also denounced the federal program, as did a lengthy list of both floor and platform speakers at the five-day convention that opened on October 20 in Toronto.

The one speaker clearly in favour of the program was John Munro, the federal minister of labour, whose attempt to explain it, and rally CUPE support, drew a cool reception.

Hartman said the federal program indicated that CUPE needed to get more directly involved in political action.

She said CUPE would continue to support the New Democratic Party during federal and provincial elections, and also continue to put political pressure on governments through the Canadian Labour Congress and the provincial federations of labour. But the union also had to start political action of its own:

"It is no longer good enough for CUPE to pass on its views to the Canadian Labour Congress and ask the CLC to take action. CUPE will have to develop its own demonstrations, lobbies and other forms of political action."

Nor was it enough that they be aimed just at "mild reforms of a crisis-ridden, unjust capitalistic system. I want our political action to result in a humanistic and socialist re-structuring of our whole system," she said.

The convention delegates adopted a resolution condemning the proposed Anti-Inflation Act as



CUPE's new president, Grace Hartman

contrary to the right of free collective bargaining and urging all CUPE locals to defy it by continuing to negotiate "whatever wage and fringe benefit improvements the members deserve."

CUPE proposed a solution to Canada's economic problems, including inflation and unemployment, which the union said would work:

"Government employees should be devoting time to programs that would help all Canadians: productive programs with legislation to reduce mortgage rates for housing; programs to build homes for Canadians that free enterprise is incapable of building because corporations should not be allowed to profit from that which is a social right; laws to reduce consumer interest rates, making it possible for towns and cities to form land banks so that at least some of our property is the public utility it should be; and ending the corporate rip-off so that minimum wages might be raised for the unorganized workers."

The convention delegates also voted to raise the monthly per capita tax paid by union members to the national office by 30 cents to \$4.30

to meet “unforeseen inflationary increases” in operating costs.

And they established a commission to study their union’s structure to ensure “the highest standards of service to its members, a strong national union, local autonomy, more effective roles for provincial divisions, continued improvements in communications at all levels of the union, a progressive fiscal policy and continued organizing in the public sector.”

Other resolutions adopted at the convention called for improved income security programs for Canadians; higher tax exemptions for people over 65; more energetic housing programs with low interest rates, land banking and rent review boards; compensation for workers forced to buy new tools because of changing to the metric system; a thorough study of the pharmaceutical industry to prevent unwarranted increases in drug prices; programs to combat alcoholism and drug addiction both in the work place and at home; a campaign to stop the federal government from opting out of federal-provincial health plans; a plan to give 1 per cent of Canada’s gross national product to aid programs in developing countries; petitioning the federal government to lessen the trend to increasing foreign ownership of Canada’s economy; rejection of the federal government’s Green Paper on Immigration “which blames Canada’s social problems on immigrants,” and more affirmative programs to remove discrimination based on sex.

Kealey Cummings of Toronto was elected national secretary-treasurer of CUPE. Elected general vice-presidents were: Bernard Marleau, Montreal; Patrick Napier, Halifax; Jack Rodie, Winnipeg; Samuel Dobbin, Toronto; Harry Greene, North Vancouver.

Regional vice-presidents elected

were: Andy Wells, St. John’s; Joanne Blacquier, Newcastle, N.B.; Jean-Claude Laniel, Montreal; Lucie Nicholson, St. Catharines; Don Watts, Toronto; Audrey Morrison, Sudbury; George McTaggart, Winnipeg; Doug Lavallie, Prince Albert, Sask.; Charles Mellon, Calgary; Muriel Overgaard, Victoria.

B.C. Fed. of Labour

Labour Minister John Munro faced a noisy and unsympathetic audience when he outlined the federal government’s anti-inflation program at the British Columbia Federation of Labour’s 1975 convention.

He spoke on the closing day of the five-day convention that opened in Vancouver on November 3. The convention had already passed resolutions condemning the enforceable wage restraints and pledging support for a public relations program launched by the Canadian Labour Congress to mobilize opposition to it. A group of delegates walked out as the minister began his speech. George Johnston, president of the federation, had to plead for order several times as hecklers interrupted Munro. At one point Johnston said: “Just because you’re keeping order doesn’t mean you’re agreeing with everything he says.”

Munro, however, wasn’t the only speaker to draw a cool reception from some delegates. A smaller group walked out when Premier David Barrett of British Columbia addressed the convention earlier in the day. But the rest stayed, and about half of them gave the premier standing ovations twice as he called for labour support in the provincial general election in December.

The 600 delegates were meeting less than a month after Barrett’s NDP government had introduced legislation that ordered strikers back to

work in four industries — forestry, propane gas distribution, food supermarkets and the British Columbia Railway. Nevertheless, the delegates voted to call on the federation’s affiliated unions to “make the best possible effort to re-elect the NDP government.”

“It is clear the alternatives are too dreadful to contemplate with any degree of comfort,” the resolution said.

Another resolution adopted, encouraged all affiliates to become “fully involved” in the NDP and its constituency organizations and “decision-making bodies.”

Philip Paul, an executive member of the Union of British Columbia Indian Chiefs, told the delegates that Indians hold the balance of power in 11 provincial ridings, and could determine the election results in them. He did not identify the ridings, however.

Gene Errington, the provincial status-of-women co-ordinator, said the labour movement is women’s major hope for equality even “more than political parties or other groups purporting to represent us.” A resolution on labour unity directed the federation to ask all affiliates “to refrain from publicly criticizing the actions of the B.C. Federation of Labour officers through the news media.”

The convention also adopted a resolution calling for a federal housing program that would include drastically reduced mortgage interest rates; legislation to eliminate land speculation; an extensive program of land assembly; a national building corporation to implement a crash program of building publicly-owned housing for moderate- and low-income people, a re-direction of Central Mortgage and Housing Corporation funds to help average- and low-income people, and more

support for co-operative housing projects.

The convention also approved a move that some delegates saw as an act of defiance of the federal wage guidelines by voting Len Guy, the federation's secretary-treasurer, a salary increase of \$2,600 a year. The maximum increase under the federal program is \$2,400, but for the guidelines to be enforceable on the federation it would have had to have 500 employees.

Nfld. and Labrador Federation of Labour

Delegates to the Newfoundland and Labrador Federation of Labour's 1975 convention at St. John's not only rejected the federal government's enforceable wage guidelines, but a large group of them walked out on Labour Minister John Munro when he presented the government's explanation of them.

Delegates supported a resolution proposed by their executive committee which demanded that the legislation be withdrawn. The resolution said the government's anti-inflation program "imposes strict controls on wages and salaries, while leaving corporations free to collect unlimited benefits from productivity."

"Simply stated, the wage and income restraints proposed by the Government of Canada are unfair, inequitable and unworkable," the resolution added.

It put the federation solidly behind the Canadian Labour Congress public relations program opposing the legislation, and committed the federation to "a major program to make all residents of the province aware of the inequities contained in the federal proposals."

In his address, Munro said the government had introduced the legislation "reluctantly," but that it "had to intervene to halt the price-wage spiral, to break the inflation psychology that had gained so much momentum and which threatened another quantum jump in the cost of living in the years ahead."

Munro said the option to the government's anti-inflation measures is a return to "the free-for-all grabbing orgy indulged in by various elements in the economy — which the guidelines had interrupted." He predicted "real economic trouble," which could necessitate the government imposing "much more rigid and comprehensive controls," to avert inflationary pressure, if the guidelines were not imposed.

He said the measures were in no way anti-labour in their intent "nor will they be anti-labour in their application."

"I would not be party to any such discrimination against Canadian workers," he added.

While it is obvious the guidelines constituted government interference in the free collective bargaining process, "this is not an imposition of a system of compulsory arbitration."

"The guidelines set upper limits. Unions and employers can negotiate increases, and employers may pay increased wages to non-organized employees, but the upper limits of the guidelines must not be exceeded."

The delegates also received a report from their officers on meetings with the provincial government on a proposed new provincial labour relations Act.

The objections presented to the government included:

- A proposal to establish permanent panels of the labour relations board to deal with particular services or industries "would lead to conflicting decisions and cause confusion."

- The bill proposes "severe restrictions" on unions' internal affairs.

- Union security proposals were not sufficient and "only a modified Rand formula" was proposed for dues checkoff.

- "The burden of proof to show that he did not commit an unfair labour practice was not shifted to the employer as a number of other provinces have recently done."

- The board would have "too much authority to act on its own initiative or at the single request of the employer" on questions of decertification and the formation of a council of trade unions.

- On certification, there was "wide latitude for single employee and employer harassment of the trade union to get its status questions before the board."

- The Act would also provide for voluntary recognition "which is an invitation for company unions."

- In the construction industry, the government proposed a double standard: "Trade unions to become certified in construction had to represent a majority of employees of each individual employer as well as a majority in the geographic area or sector."

Ont. Fed. of Labour

There was no doubt where the 1,300 delegates to the Ontario Federation of Labour's 1975 convention stood on the federal government's

enforceable wage and price guidelines. Speaker after speaker opposed them, and when the chairman, federation president David Archer, asked whether any delegates wanted to speak in favour of them, not one came forward.

The November convention in Kitchener adopted a position paper prepared by the federation executive denouncing the government program and supporting a \$500,000 public relations campaign by the Canadian Labour Congress to mobilize public opposition to the guidelines.

Archer said the enforceable guidelines would "exacerbate the labour-management conflict." They would neither promote industrial peace nor ease inflation. They were "blatantly in favour of the corporations and against the workers."

He said the bill to authorize them should be withdrawn from Parliament, adding: "The controls are so one-sided, so unfair and so inequitable that it is useless to discuss them."

If federal authorities tried to reduce a negotiated wage increase or other benefit "the trade union movement must stand solid, prepared to resist, and if necessary to suffer whatever penalties that resistance entails."

The federal program was "a thinly disguised manoeuvre to put a ceiling on wages, while leaving most other forms of income unrestrained," he said.

Shirley Carr, an executive vice-president of the CLC, told the delegates the government would combine the guidelines with current legislation to reduce unemployment insurance benefits, to the detriment of workers: "In brief, control wages to create unemployment, and then reduce the benefits so that the

government can cut its own costs under the unemployment insurance program. The sheer brutality and inhumanity of this policy is overwhelming."

Ed Broadbent, federal leader of the New Democratic Party, also attacked the controls as "unworkable and totally unjustified." He told union delegates they should not feel defensive about trying to catch up with increases in the cost of living.

Broadbent said banks, insurance companies, real estate speculators, the oil industry and stock market financiers could find "a hundred-and-one ways" to subvert the controls. "But for ordinary Canadians, particularly non-unionized workers, there are no ways around the system," he added.

He said the government had built organized labour up as the "bogey man" of inflation, but in the three years ended in March 1975, "wages in Canada increased 36 per cent and the cost of living rose 33 per cent," he said. "So Canadian wages increased only 1 per cent each year beyond the cost of living."

The delegates also adopted proposals for improving Ontario's Employment Standards Act, including raising the minimum wage from \$2.40 an hour to \$4. They also proposed that the Act be extended to cover salesmen, taxi drivers, milk store and similar independent operators and agricultural workers, all of whom are now excluded.

They also called for a maximum eight-hour day and a 40-hour week with overtime on a voluntary basis. The current workweek is 44 hours. Delegates wanted improved vacations and statutory holidays, mandatory severance pay based on 2 per cent of annual earnings for

each year of service, and stiffer penalties for violations of the Act.

A resolution on women workers criticized current anti-discrimination legislation as not strong enough, and demanded that the government adopt a comprehensive policy to promote equal opportunity and equal pay for work of equal value. It also proposed that every employer be required to provide day-care facilities.

The resolution also pointed out that women are under-represented on the executive and committees of most unions, and suggested that the labour movement do more to encourage their participation.

"Within the trade union movement, some women still experience similar types of occupational segregation, lower wages, unequal benefits and promotion opportunities as their sisters outside the union movement," the paper said.

The delegates reiterated OFL support for the legal right to strike for hospital workers and public servants. Strikes by both are illegal in Ontario.

Concern about industrial health and safety was expressed by several delegates. Jean Beaudry, a representative of the United Steelworkers of America, said hearings before a provincial commission into mine safety had demonstrated a callousness by industry about worker safety. He said it should be mandatory for companies to establish joint health and safety committees, and that workers should have the right to strike if operations are dangerous. Charles Brooks, a United Auto Workers delegate, said unions should employ their own medical staff because they could not rely on the provincial department of labour to protect them.

HEALTH AND SAFETY

Québec situation

An organization of Québec employers, Le Conseil du Patronat, has urged its members to improve their industrial safety programs. The move came after strong union pressure to end what a *Montreal Gazette* report called a "bloodbath" on construction worksites.

The Conseil adopted broad guidelines urging its employers to: guarantee the health and safety of workers on the job by noticing and eliminating potential hazards and setting up accident prevention systems; respect the Québec government's occupational health and safety regulations, as well as working to improve them; co-operate with employees in improving safety programs; report all job-related accidents to the provincial government; organize first-aid services, and permit government safety experts to inspect their establishments.

Gazette reporter Gordon Barthos observes that most of the guidelines were already enshrined in provincial law, but that union leaders had repeatedly accused companies of deliberately ignoring safety regulations to speed up production.

Barthos quotes this reply to the criticism from the Conseil's vice-president, Ghislain Dufour. "A relatively small number of employers shirk their duties in terms of accident prevention. We're appealing to our membership either to set up comprehensive safety programs or revise existing ones."

Barthos also writes that a survey by *The Gazette* estimated that between 250 and 300 Québec workers die each year of accidents or illness suffered on the job.

And he quotes Parti Québécois leader René Lévesque: "The accident rate will continue to soar until Québec decides to put the lives and health of workers above the insatiable desire of large corporations to increase their profits."

CNTU protest

After two workers died in a construction accident at Mirabel International Airport, an official of the Confederation of National Trade Unions said Québec construction workers should "take safety into their own hands" and walk off dangerous job sites.

Florent Audette, a spokesman for the CNTU's construction wing, said workers are risking their lives every day "while the government just sits back and lets the problem get worse, and the bosses pile up profits."

The two workers fell 80 feet to their deaths on October 16, 1975 when a tower crane broke in two. Audette said there was no safety officer on the site at the time, and that the crane had "numerous dangerous defects."

He said there had been 17 fatal accidents on Québec construction sites in the previous three months.

Alcoholism programs

Canada's health minister, Marc Lalonde, wants more companies to establish remedial programs for their employees who have drinking problems, but a spokesman for Ontario's manufacturers says most firms can't afford to.


Lalonde made his plea on November 17 at a national conference on

occupational health and drug abuse. He quoted Addiction Research Foundation estimates that in 1972, 60,000 to 70,000 employees in Ontario were alcoholics with addictions either undetected or "carefully camouflaged by solicitous colleagues and families."

He said it was to industry's advantage to organize rehabilitation programs: "I am referring to the alcoholism-related costs of skilled manpower, turnover, recruiting, training costs, on-and-off-the-job accidents, absenteeism, spoiled materials, erratic performance, hospital, medical and disability payments, sick leave pay and the loss of large investments made in training skilled employees and executives."

U.S. studies show it costs less in the long run to rehabilitate an alcoholic than to fire him, Lalonde added. He said the rehabilitation programs should include: a clearly stated personnel policy on alcoholism, early detection, referral, treatment and rehabilitation.

The Toronto Star quoted Dr. Donald Grant, director of health and safety for Ontario Hydro, as estimating the loss from alcoholism in Ontario alone at 1 billion a year. He described it as the third most costly health problem — after cardiovascular disorders and cancer.

The argument that most companies cannot afford rehabilitation programs came from S. C. M. Ambler, chairman of the Ontario division of the Canadian Manufacturers' Association. He said most Canadian companies are small — with fewer than 50 employees — and don't have the funds or personnel such as doctors or psychiatrists that large corporations employ to implement such programs. 

A mixed response to the government's anti-inflation program

by George Sanderson
and Roy La Berge

The federal government's prices and incomes program has drawn heavy criticism from organized labour and some of Canada's leading economists. The economists don't think it will cure inflation, labour says the program is unfair to workers, and a majority of the public believes that the controls, although "inevitable," will be stricter on wages than on prices.

The anti-inflation measures, enforceable by law, apply to all federal public service employees, to the 1,500 biggest companies in Canada, and to most firms in the construction industry. The government has also called on all Canadians not covered by the legislation to voluntarily comply with the program's guidelines on profits, prices, rents, dividends and professional fees (LG, Oct. 1975, p. 704).

The only benefits in having the restraints imposed by law, Prime Minister Trudeau told the nation in a televised address October 13, was to give people time "to understand and adopt the real cure — a basic change in our attitude, a realization that we cannot expect incomes to continue growing at a rate faster than the economy is growing."

Trudeau, who opposed mandatory wage and price restraints in 1974, said in a CBC radio interview on

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November 4 that he had changed his mind because inflation had worsened. That same day, he reportedly told a group of Québec newspaper editors: "If the difficulties and obstacles are over-emphasized it is highly possible that the system won't work."

The response from labour has been anything but positive. Union leaders across the country have opposed the program on the grounds that it would not succeed in curbing price increases. A CLC policy statement called it "highly inequitable" and "incredibly ill

Trudeau, who opposed mandatory wage and price constraints in 1974, said... he had changed his mind because inflation had worsened

conceived." The congress said it would boost unemployment "while at the same time failing to treat the root causes of inflation."

While it would be easy to police wages, the CLC explained, it would be impossible to provide any "meaningful surveillance of the practices of 1,500 large corporations ..." because... "the variety of procedures, exceptions and criteria ... the accounting and legal procedures will be so complex..."

In its "outright rejection" of the enforceable guidelines, the CLC statement recommended the nine-point alternative program it had first put forward last spring, when it rejected government efforts for a consensus on voluntary restraints:

- subsidized low-rental housing and subsidized mortgage rates for low-income families;
- effective rent controls;
- curbs on land speculation, and establishment of land banks;
- regulation of oil and gas prices, which have seriously fuelled inflation;
- a negative income tax, or some form of tax credits, to protect those who have little or no bargaining power and who fall into lower-income brackets;
- an increase in old-age pensions;
- a guarantee that any tax concessions made to corporations

will be used to create jobs rather than to pay higher dividends;

- full-employment policies.

In contrast to labour's reaction, business leaders, while expressing reservations about the government program, generally indicated they would try to make it work.

"In view of the seriousness of the current situation, Canada's manufacturing industry can be expected to give support to the government's economic measures," said Harold Corrigan, president of the Canadian Manufacturers' Association. But he added this cautionary note in his statement:

A CLC policy statement called it "highly inequitable" and "incredibly ill conceived"

"The CMA and industry as a whole continue to believe strongly that over the long-term, the free market economy is the best system to provide competitively-priced goods and services wanted by Canadians."

Corrigan urged that the government "deal even handedly with all sectors of the economy" and that it "face and come to grips with the underlying causes of inflation, which include the rate of increase in government spending at all levels and extensive growth of the money supply."

The Canadian Chamber of Commerce and the Canadian Construction Association also expressed qualified support for the program.

Seventeen economists, mostly academics, sent the prime minister a letter in December asserting that the anti-inflation program as it now exists isn't likely to succeed unless it is supported by other policy changes. They said the government

can't expect to successfully impose restraints on the economy if it does not also demonstrate its willingness to cut back its own demands on the economy.

The letter, written by John Crispo and Douglas Hartle of the University of Toronto, but signed by all 17, calls for stringent reductions in government spending and borrowing over the next few years, "even though this might well require some painful cutbacks in statutory programs;" gradual reduction in the rate of money supply growth; and "structural changes" that would make current laws and regulations less supportive to powerful groups, and give more bargaining power for income to the less powerful.

The economists were particularly critical of the growth of government fiscal deficits at all levels, the rapid increase in the money supply associated largely with those deficits, and the "apparent increase in the concentration of power" that "now may pose a threat to our democratic system of government."

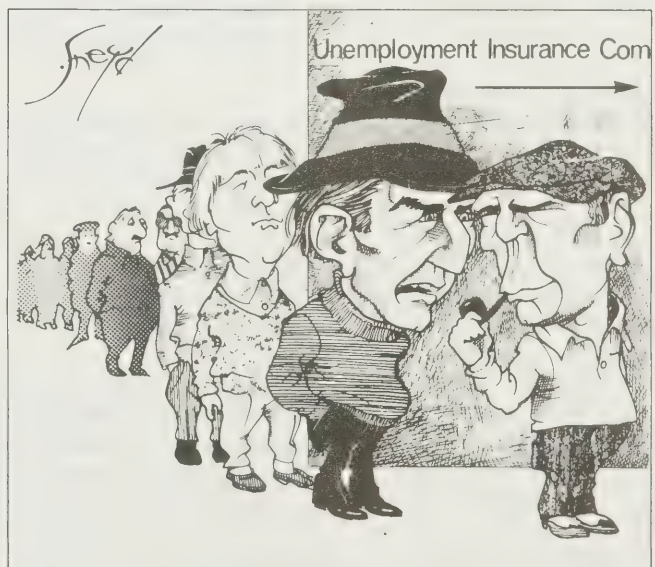
The economists believe many public and private bodies "seem to have gradually acquired too many privileges and vested interests," and have "used their powers to protect themselves from market forces." There is therefore a need to re-examine their powers and privileges.

Business leaders... expressed qualified support for the program

"The struggle over who should get what share of the pie... may be the heart of the inflation problem" the letter says. "The legitimacy of the whole social-political-economic system is now in question."

Among a long list of specific structural changes proposed are:

- tougher laws to curb corporate mergers;
- tariff cuts to increase industrial competition;
- a reduction in the number of



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"Of course you know the real villain behind inflation is government spending."

The economists believe many public and private bodies "seem to have gradually acquired too many privileges and vested interests"...

agricultural marketing board regulations, to let free-market forces govern food prices, "even if this requires adoption of some kind of guaranteed income for needy farmers."

- paring down the bureaucracy and abolishing some departments;
- changes in labour law reducing the powers of unions representing government and construction workers;
- changes in the Public Service Staff Relations Act to remove the right of public servants to opt for settlement of pay disputes by arbitration when a strike will not work — because arbitration tends to increase the final cost of pay settlements;
- a reduction in the monopoly powers of such government agencies as the Post Office when their employees decide to strike;
- strengthening the Auditor General's role to allow the public more information about the efficiency and effectiveness of government programs.

Commenting on the Hartle-Crispo memorandum, Simon Reisman, former deputy minister of finance, said the controls program is necessary and must be made to work, but he voiced strong reservations about the design of the program and the length of time the government may leave the controls in place — three or more years. "Controls are not an economic instrument," he said in a recent interview. "They are a political and psychological instrument — to provide discipline

in the government sector and reduce the expectations of the public at large. Three years is too long to keep controls in place. Eighteen months should be the limit. The longer the controls are around, the tougher they are to administer, the more distortions get into the system."

Reisman's major concern is with the current level of government spending. He is not much impressed by the 1.5 billion the government has decided to shave off its future spending plans. "Even with these cuts," he said, "government spending will still grow by 15 to 16 per cent." He believes growth in government spending should not exceed the growth in GNP in current dollar terms.

While Reisman didn't sign the Hartle-Crispo paper, he agrees with many of its recommendations, including abrogation of the right to strike by certain public sector groups and provision for these groups of fair remuneration linked to movement in national industrial wages; a reduction in the number of federal departments and the size of the bureaucracy; new structures that would help to reconcile differences between government, business and labour.

Since his retirement from the Finance Department in May, Reisman has acted as a consultant to business on government affairs.

Neither the qualified acceptance by business leaders nor the outright rejection of the program by organized labour is surprising. But in going ahead with the measures, the federal government undoubtedly believed the majority of Canadians would support it, and recent public opinion polls indicate the government's view may have been correct.

A survey in November by the Canadian Institute of Public Opinion

found that most Canadians are resigned to the idea of price and wage controls, with 62 per cent labelling them "inevitable" and only 27 per cent thinking they could have been avoided. Many of the respondents, however, were concerned about the fairness of the controls; 63 per cent thought they would be more strict on wages than on prices, while only 23 per cent disagreed.

A short time later, a Canadian Broadcasting Corporation opinion survey of a random sample of adults found 61 per cent in favour of the controls and 22 per cent against. Although 80 per cent of the respondents said they would *personally* support the government's anti-inflation program, 40 per cent expressed the belief that there would not be enough support from others for the program to work.

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Interestingly enough, most Canadians thought tough anti-inflation measures were needed even before they were announced on October 13. A week earlier, 70 per cent of those surveyed by the Canadian Institute of Public Opinion thought the government should exercise compulsory powers to halt rising prices, and 54 per cent favoured stiff action to curb rising wages.

In the final analysis, the program's success will hinge not only on strong public support and the co-operation of provincial and municipal governments, but also on business and labour's willingness to abide by the guidelines.

An outline of the guidelines

The federal government's anti-inflation guidelines limit wage and salary increases to 10 per cent in the first year of any new contract or award, 8 per cent in the second year and 6 per cent in the third year — to an upper limit of \$2,400 annually. The regulations allow for a 2 per cent upward or downward adjustment in wage increases, however, if wages have fallen considerably behind the Consumer Price Index or surged considerably ahead of it. Percentage increases raising the wage level to no higher than \$3.50 an hour are exempt from the rules.

Prices or fees will be permitted to go up only enough to cover added costs, and profit margins are to be strictly controlled. But prices of farm and fish products are exempt at the producer level.

The regulations, apply to all firms with more than 500 employees, all firms in the

construction industry with more than 20 employees, firms whose employees take part in industry-wide bargaining, all persons employed by the federal government and crown corporations, and all professional people who normally earn fees — doctors, lawyers, accountants, engineers, and so on — and salaried employees of professional firms.


The government expects small companies that are not covered by the regulations to be forced by competition to keep their prices at the same level as those of the larger firms.

Compliance with the regulations will be monitored by the anti-inflation review board headed by Jean-Luc Pepin, chairman, and Beryl Plumptre, vice-chairman. The AIB Administrator is empowered to order rollbacks in unwarranted wage and price increases. Disobedience of the orders would bring "stiff penalties backed by full force of

law." Board rulings may be appealed, however, to an anti-inflation appeals tribunal.

Other elements of the federal anti-inflation program include:

- fiscal and monetary policies aimed at increasing total demand and production "at a rate consistent with declining inflation;"
- limits on the rate of growth of public expenditures and public service employment;
- structural policies "to deal with special problems of energy, food and housing, to ensure a more efficient and competitive economy and to improve labour-management relations."

The provincial governments have been asked to support the federal initiative by adopting the federal guidelines or implementing similar measures in their own jurisdiction. 

An economic outlook for 1976

by Frederick Stapenhurst

1975 was a bad year for the Canadian economy, which along with most other Western countries, experienced the worst recession since the Second World War. Real output declined, unemployment rose, and inflation remained at unacceptably high levels.

This year the economy is likely to grow, but only sluggishly, and continued growth will be very much dependent on both Canadian government policies and on the economic performance of the U.S. Inflation is expected to moderate somewhat, but unemployment is likely to increase — hardly a forecast to rouse enthusiasm. Indeed this very sluggish recovery may contain the seeds of possible future economic problems.

The controversial wage and price program, even if effective, may have the side effect of nipping the economic recovery in the bud. Predictions are being made that the U.S. recovery will not be sustained — which can only have dire repercussions on Canada and the

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rest of the world. With the labour movement almost wholly against wage guidelines, we can expect increasingly disruptive strikes — which will further distort and upset the recovery.

In 1975 the Canadian economy was stagnant — provisional data indicate that real G.N.P. actually declined by 0.5 per cent, a particularly poor performance compared with Canada's historical growth rates: 2.8 per cent in 1974 and 6.9

The great debate seems to be not so much whether the controls will work but whether they will abort the present economic recovery...

per cent in 1973. Nevertheless, it is considerably better than that of some of our major trading partners — last year G.N.P. in the U.S. declined by nearly 4 per cent, Italy by 1.5 per cent and Germany by 1 per cent, while the economies of France and the U.K. remained more or less stationary.

Gloomy as the 1975 picture appears, there is a somewhat brighter side. Although the evidence is, as yet, uncertain, it does seem that the economy bottomed out sometime around midyear and that we did experience a modest recovery during the latter part of the year. This recovery should continue through the whole of 1976, with real growth averaging about 5 per cent — at an accelerating rate for the first two or three quarters and then levelling off toward the end of the year. Unemployment will remain high, peaking in the fourth quarter at around 8 per cent and averaging 7.5 per cent for the year as a whole.

The expected decline in inflation failed to occur last year. Although

With the labour movement almost wholly against wage guidelines, we can expect increasingly disruptive strikes...

there was some moderation of price increases during the spring months, inflation occurred during the summer and fall — caused partly by higher oil and natural gas prices and high wage settlements. The big question in 1976 is whether the federal government's anti-inflation program will work. The finance minister expects inflation to moderate to 8.0 per cent for 1976 — a figure of around 9.0 per cent seems more likely.

The great debate seems to be not so much whether the controls will work, but whether they will abort the present economic recovery and damage economic growth in the years to come. Their impact on the macro-economic indicators for 1976 will likely be slight — inflation may moderate slightly more than was originally anticipated, while economic growth is likely to remain moderate. Should the controls work, some observers have already predicted that inflation will be down to 2.9 per cent in 1977, while economic growth in that year will be 7.6 per cent.

A necessary adjunct to the controls is a restrictive monetary policy together with serious curbs on the growth of government expenditures. Late last year Gerald Bouey, governor of the Bank of Canada, announced that he intended to slow down the growth in money supply in order to give the controls a better chance of success. There seems to be a close relationship between the supply of money in the economy and the rate of inflation. During the past 3 years, money supply has been

expanding at an annual rate of 10 to 15 per cent. The Bank of Canada's new target seems to be somewhat lower than 10 per cent. If it is successful in maintaining this rate, one of the principal causes of inflation will be moderated.

The Canadian Labour Congress, although opposed to wage and price controls, is fully aware of the relationship between the supply of money and inflation. CLC president, Joe Morris, said recently that "Monetary policy has never been in line with the potential growth of the economy, and consequently this alone has created economic instability of serious proportions." Morris also said he believed a money supply growth of "more than 5.5 per cent but not much more" would be sufficient to maintain economic activity. Perhaps labour representatives can be won over to the side of wage and price controls if the Bank of Canada shows that it, too, is serious about curtailing inflation.

The other necessary prerequisite to controlling inflation is a serious and determined effort to cut government spending. Federal government spending has escalated from \$6 billion in 1966 to an estimated \$35 billion for 1976, while a proportionately similar expansion has occurred at the provincial level. Ontario government expenditure during the same period increased from \$2 billion to more than \$11 billion.

Already there is a near freeze on hiring in the public service, and it looks as if the long-awaited "guaranteed annual income" plan will be postponed indefinitely. The placing of a moratorium on the hiring of outside consultants by government departments will no doubt help — while existing welfare programs, which last year cost nearly \$5 billion, and the bilingualism program for the public service,

which is estimated to cost \$350-400 million, could be re-examined.

Planned new capital investment is expected to increase by 28 per cent this year over 1975. According to a federal government survey of 300 large corporations conducted last October, business spending on capital projects will total \$17.6 billion — compared with \$13.8 billion in 1975 and \$10.6 billion in 1974. The increase this year does show some slowdown in growth — resulting largely from concern over sales both in Canada and abroad, as well as general economic conditions — and is largely dominated by the continuation of existing projects and expansion of existing

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plans. About half of this 28 per cent increase reflects inflation, so in *real* terms business expenditure will increase by approximately 14 per cent.

The outlook for residential construction also looks fairly optimistic. Not only was the housing industry one of the leading industries to pull the economy out of recession last year, but the federal government's new subsidies should further stimulate the industry. Housing starts for 1975 totalled 210,000 — down from 222,000 in 1974 — but starts in the second half of last year were at an annual rate of 250,000 and the projection for this year is 225,000. The main uncertainty in this sector is the effect of recently announced rent controls; for some time, rents have failed to adjust to the increased

costs of construction, and there has been a decline in the construction of multiple units — a pattern which is likely to continue.


With the economic recovery already under way in the U.S. and Japan, and with Europe poised for recovery, the international situation is expected to continue to improve throughout 1976. However, rather than a dramatic surge of real growth, largely because of the severe inflationary and energy-related problems many countries are facing, a more sluggish and perhaps awkward advance is anticipated.

Given this situation, there should be a considerable strengthening of Canada's merchandise exports. In value terms, this year's exports are forecast to increase by perhaps 12 per cent, with the rate of growth accelerating slightly as the year advances. With a modest domestic recovery, and some further deterio-

...it looks as if the long-awaited "guaranteed annual income" plan will be postponed indefinitely

ration in our energy trade balance, a 9.5 per cent increase in the rise in the value of imports is anticipated. The net outcome of this trading pattern would be a reduction of the estimated merchandise trade deficit from \$1.1 billion in 1975 to \$400 million this year. Although this is a substantial improvement, it is still far from our trading performance of earlier years — causing our debt service payments to rise inexorably, and making the finance of the payments deficit an important policy issue throughout the year.

Despite a slowing down in the first

half, consumer expenditures held up better in Canada last year than in most other industrial countries — in real terms personal expenditure increased by 2.2 per cent, although in the first half of last year growth was very low. Growth in expenditures rebounded fairly sharply in the second half of 1975, however, and is expected to show continued gradual improvement throughout this year (in real terms, an increase of about 5 per cent is expected above 1974). Thus consumer spending will continue to support the economic recovery, although it will not exhibit the same strength as in past periods of economic expansion. The main strength in consumer expenditure will be the automobile market, where sales will likely increase by about 8 per cent; other durables will likely show rather more sluggish growth while non-durable expenditure is expected to advance in line with its longer-term trend. 



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International women's year

Part I: The government's program

by Sharleen Bannon

A year ago, some pundits scoffed that the idea of declaring 1975 international women's year was "for the birds." This reaction was prompted, at least in part, by what appeared to many to be yet another United Nations' pie-in-the-sky attempt to foster universal brotherhood (sisterhood?) as represented by its clever, pale blue dove-shaped international women's year emblem embodying peace, equality, and womanhood.

The Canadian government's official response to the idea of supporting international women's year was "Why Not!" and a decision to launch an international women's year program costing the taxpayer \$5 million. Some outraged Canadians demanded to know *why* the government spent \$600,000 or so on posters, newspaper advertisements, radio and television commercials, and those now collectors-item buttons, to pose an ambiguous question. They wanted to know *what* such a campaign would accomplish, and *how* it would lead to an improvement in the status of Canadian women. There was even an attempt by some parliamentarians to persuade the House of Commons to recall the Why Not! buttons.

Other Canadians were outraged for another reason. When informed by the government-sponsored advertisements that "women graduates don't earn as much as men graduates," and that "the boardrooms of Canada don't have many women," they too wanted to know "Why Not!"

Sharleen Bannon is associate editor of The Labour Gazette.

Now that international women's year is over, the conferences held, the money spent, and the "Why Not!" campaign recorded in history — perhaps some of the above questions can be at least partially answered. For those annoyed by the slogan, unresponsive to the government's offer of more information on the status of women in Canada, uninterested in women's struggle for equality, and left without even a souvenir Why Not! button, international women's year was simply a non-event, already forgotten.

The Canadian government's official response to the idea of supporting international women's year was "Why Not!"

But for those who *did* send for information, *did* participate in government-sponsored programs, and *did* initiate their own projects, international women's year was anything but a non-event. Those who decided to participate, found themselves — sometimes for the first time — in the company of "feminists," "women's libbers," and people without labels, who have been working for years to improve the status of Canadian women. This

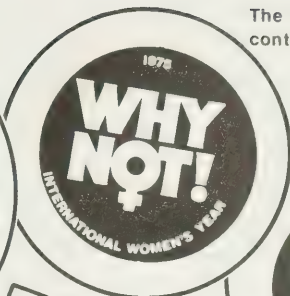
was the year that so many Canadians took advantage of the publicity, the information, sometimes the government grant money, and — perhaps most importantly — the climate of international women's year together with their own energies and initiative, to record, expose, define, improve, or denounce, the status of women in Canada.

The mandate of the 14-member international women's year secretariat included the directive, "to communicate with all Canadians on the status of women in Canada; broaden the base of support and understanding for equality of Canadian women in all facets of society; and encourage attitudinal change." To this end, they launched the "Why Not!" campaign to publicize international women's year and offer to the general public, information on issues related to the status of women.

Many of the 200,000 requests that swamped the secretariat for the buttons, included requests for the free information — a monthly newsletter about the status of women in Canada. Included in the newsletter was a list of government sources of funds for women's projects during 1975 and an extensive list of free government publications of particular interest to women on subjects ranging from how to get a job to information on family planning. The newsletter also gave information on what women across the country and around the world were doing for international women's year and provided a list of



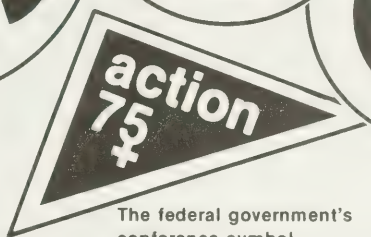
The U.N. women's year symbol



The year's most controversial slogan



Canada's women's year symbol



The federal government's conference symbol

government agencies in every province charged with overseeing human rights issues of particular concern to women. Another gave more than 100 suggestions on how to participate in international women's year, ranging from, "inform yourself on the current status of women in Canada" (bibliography included), to "the next time you hear the disc jockey on your local radio station wisecrack about women in a stereotyped role, call the station to protest."

"Whether they liked it or not, people at least talked about the 'Why Not!' campaign, commented Susan Williams, an officer with the Privy Council Office. She thinks the government succeeded surprisingly well in "getting people talking about the status of Canadian women — people who had never thought about it before." Williams pronounced the "Why Not!" campaign a success, not only because of the publicity and controversy, but because it gave people a chance to ask the government for more information.

"Until now, many women — particularly housewives — have felt threatened by international women's year and the whole issue of women's liberation, but they are

beginning to realize that the overall status of women in society affects their legal rights in marriage and in law."

She admitted that many of the radical feminists were disappointed and critical of the way the government decided to spend its money for international women's year, but she pointed out that the government didn't plan to "preach to the converted" but rather to "involve the uninvolved."

This was the year that so many Canadians took advantage of the publicity, the information, sometimes the government grant money... to record, expose, define, improve, or denounce, the status of women in Canada

An influential group of the "uninvolved" the government attempted to reach during international women's year was the nation's major employers and image-makers. To this end, Prime Minister Trudeau, on behalf of Marc Lalonde, minister

responsible for the status of women, invited 300 top executives of Canada's airlines, hotels, banks, insurance companies, advertising agencies, and provincial and municipal government representatives, to a one-day conference in Ottawa, October 15. The conference attempted to persuade them to hire and promote women, and ensure equality in the workplace and an accurate image in the media, for Canadian women.

Conference delegates spent the day listening to 16 women, representative of various occupations, viewpoints, ages, and backgrounds. Some told how they had broken out of the female stereotype and "made it" in a "man's world." Sociologists and psychologists analysed the roots of female stereotyping and debunked many of the myths about women's inferiority in certain jobs and professions. An audio-visual presentation on television screens, together with a booklet, helped drive home with a satirical barb, the offensive images of women commonly presented in television commercials and magazine ads. Some of the country's outstanding women in their field — including Shirley Carr, executive vice-president of the Canadian Labour Congress, Catherine MacIver, director of radio for the CBC English services in Montreal, and Elsie Gregory MacGill, Canada's first aeronautical engineer, and one of the commissioners on the Royal Commission on the Status of Women, told the businessmen how they should improve the status of their female employees.

Some ironies in connection with the conference were bound to occur. The Prime Minister, on his way to the conference, was greeted by placard-carrying demonstrators bearing signs and leaflets proclaiming, "wage and price controls will widen the gap," and

"this is international women's year and the government has not implemented equal pay for work of equal value legislation, 'Why Not?' "

The conference did not grapple with these still unresolved questions, even though matters related to wage and price controls were on the minds of both government and business. Cynics suggest that many of the businessmen travelled to the Ottawa conference mainly because they were promised advance copies of the government's then just-announced anti-inflation guidelines.

A less-publicized handout at the conference was a 200-page book sponsored by the International Women's Year Secretariat, entitled *To See Ourselves — five views on Canadian Women* (now on sale for \$7.50 at Information Canada bookstores). Between its glossy covers and among its expressive photographs, is a carefully-researched condemnation of Canadian society's victimization of its lowest-paid working women. The book — which grew out of a series of research papers destined for limited distribution — includes case-history portraits of disadvantaged women subjected to the horrors of living on government social assistance programs. It also contains an analysis of the struggle professional women face in trying to attain equality with their male counterparts, and a series of interviews with young women battling against society's subtle pressures to keep them in stereotyped roles.

In handing out copies of the book, the government backed-up — albeit subtly — its soft-sell approach at the conference with a hard-sell case for social justice for Canadian women. Unfortunately, the conference itself received most of the publicity and criticism, while the book received little attention from

...many of the radical feminists were disappointed and critical of the way the government decided to spend its money for international women's year

either the news media or conference delegates. This volume may yet prove to be the most well-researched condemnation of Canadian society's treatment of its women ever published with government funds.

Among the criticisms levelled at the conference was the charge from the mayor of St. John's, Newfoundland, Dorothy Wyatt, who termed it "one of the biggest ripoffs ever." Wyatt called the speakers "academics" interested only in bettering the position of their own class while showing little concern for the plight of "the average working woman." Laura Sabia, outspoken feminist and chairman of the Ontario advisory council on the status of women, said of the conference that she had "heard the same thing for the past 20 years" and women need "more action" from government on issues such as equal pay legislation, removal of abortion from the criminal code, and day care, rather than "more talk and conferences."

Despite the criticisms of the Action 75+ conference, the gathering did serve a useful purpose — the government ensured that the nation's chief executives were informed that women are generally receiving an unjustly raw deal in the workplace and that they deserve an equal chance, for the economic as well as the social betterment of the country.

The conference, as the official "grande finale" of the government's international women's year program, also provided a forum for Lalonde

to announce two significant policy decisions. Both concurred with the government's pledge "to look at the hiring, training, and promotion opportunities of women in the public service." The first was an order to each government department and agency to establish a five-year plan of measurable objectives between 1977 and 1982, to attain a representation of male and female employees for each occupational group and level "to approximate the proportion of qualified and interested persons of both sexes." Lalonde admitted that so far, the government's record in this area "has not been impressive."

The second was an announcement that the federal labour department, treasury board, public works, and other agencies had started a feasibility study for Cabinet on means to encourage companies receiving government contracts to take positive action to improve the position of their female employees.

Until Lalonde's announcement, international women's year had done little to hasten improvement in the status of the government's female employees. A September 1975 report by an outside consultant to the Advisory Council on the Status of Women criticized the effectiveness of the Public Service Commission's equal opportunities program, operating since 1972.

The report stated: "It is three years now since the Cabinet issued a directive to all deputy ministers of federal government departments and to all agencies, calling on them 'to take steps to encourage the assignment and advancement of more women into middle and upper echelon positions...'

"Women are only slightly better distributed throughout the six different categories of public service jobs than they were three years ago, and the conclusion is

inescapable that they are still overwhelmingly concentrated in traditionally 'female' occupations — secretarial work, nursing, and teaching."

Although this independent report added little new information on the status of women in government to the Public Service Commission's own annual report, it did serve to underline the lack of progress women are making in breaking out of the government's "female job ghettos."

Katie Cooke, chairman of the advisory council on the status of women termed Lalonde's measures, "excellent" and predicted that the measures, for the first time, will make government departments accountable for their actions in the area of promoting women. Cooke also said that if top government officials take Lalonde's get-tough measures seriously, that should be enough to ensure equality of opportunity. She also commended Lalonde's pledge to try to promote equality in companies receiving federal government contracts, saying the measures should improve the lot of many women.

Irene Johnson, one of the three public service commissioners, and one of the government's 20 highest-ranking and highest paid women employees, welcomed Lalonde's announcement and commented, "it is quite apparent that despite all our efforts and despite greatly liberalized attitudes, we still have a long way to go to achieve the visible progress for which we are aiming."

Johnson, who holds deputy-minister status, said that although the Public Service Commission's request for additional funds to undertake a special international women's year program for government employees had been turned down by Treasury Board,

There was even an attempt by some parliamentarians to persuade the House of Commons to recall the Why Not buttons

the commission made special efforts during 1975 on behalf of the government's female workers. One such effort was the holding of a two-day career planning seminar for 200 high-potential female government employees from across the country. Participants represented a cross-section of occupational groups in the public service, from secretary to professional categories.

She admits, however, that it will take time for women to attain their rightful place at the upper levels because they are just starting to be represented in significant numbers in the lower-level officer positions. They are still relatively sparse in the middle-levels, also. Johnson added that international women's year has inspired many women to aspire to their full potential and has given additional impetus to the

government's equal opportunities program.

Nola Landucci, who has been head of the commission's equal opportunities for women office since 1974, also lauded Lalonde's "measurable objectives" policy for integrating women into the higher levels of the public service. Like Johnson, she sees this policy as a vital component in a program to assure the success of the government's on-going efforts to improve the status of its female employees. Landucci contends that "the concept of setting goals within a time-frame is the only valid way to ensure female advancement within the public service." She believes also that the old, largely unenforceable guidelines for the advancement of women in the public service haven't worked for the vast majority of women because "moral suasion" isn't a powerful enough force to promote equality.

"It is incredibly simplistic to believe that attitudes must come first, action later. It would take the male-female distribution in the public service forever to equalize if



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that attitude were to be retained any longer. Personally, I couldn't care less if employers are prejudiced against women — just as long as they do not discriminate against them on the job."

Landucci hastens to echo the commission's slogan "It's Up to You", however, and advises female public servants that even with equal opportunities, the competition for good jobs is fierce and women must learn to use career ladders to their own advantage. "Because," she warns, "nobody will plan your career opportunities for you."

Lalonde's second announcement — a feasibility study of how the government could help improve the status of women in private companies with which it does business, also indicates a turning point in federal policy. An interdepartmental committee, which first met in September, recognized that many occupations, particularly in the construction and maintenance fields traditionally have been restricted to men. It also recognized that women employed by such companies usually have not achieved equal status in terms of career advancement.

The rights in employment branch of the federal Labour Department expects to consult with several companies' personnel administrators on their personnel practices. This information will then be used to help produce a set of preliminary standards and guidelines that would cover all aspects of personnel policy and practice that would have to be modified to assure full equality of opportunity in the private sector, including companies doing business with the federal government.

In conjunction with this program, the Labour Department plans to provide a consultative service to companies requesting assistance in applying the standards and

guidelines to their operating requirements.

The success of the government's campaign to persuade private enterprise to promote its women employees and to regulate its personnel and job evaluation system will be both an indication of the success of the Action 75 + conference and of the government's commitment to improving and expanding employment opportunities for Canadian women.

In the area of regulating personnel policies within private companies, a veteran in the field of fair employment practices warns that the government must use persuasion rather than a "big stick" approach in order to avoid getting private industry up in arms against women and balking at the imposition of what it fears are drastic measures.

Until Lalonde's announcement, international women's year had done little to hasten improvement in the status of the government's female employees

As a sidelight to Lalonde's announcement, the federal Manpower Department, partially as a result of international women's year, plans to launch a campaign to persuade employers in traditionally "all male" fields, such as construction, to persuade women to enter trades and occupations such as bricklayer, plumber, and heavy equipment operator. Apparently, the department is counting on a combination of female determination to enter employment in these fields and a breakdown of what one government spokesman terms "Neanderthal attitudes" of most employers who do not traditionally hire female workers.

Another major component of the federal government's international women's year campaign involved a variety of projects under the auspices of the Women's Program of the Secretary of State Department, which received half the special funds for the year. The Women's Program, which usually has an annual budget of about \$200,000 used \$1 million of the additional \$2.5 million to fund a number of voluntary, non-profit women's groups, and \$500,000 to fund women's cultural events. It allocated the remainder to sponsoring 12 national conferences to promote action on social and political issues, send 20 delegates to the Mexico Tribune (a non-governmental conference held at the same time as the United Nations Conference), sponsor two major film projects, a series of conferences and a book on native women.

In all, more than 100 projects across Canada were undertaken by and for women, with government funds channelled through the Secretary of State. An important feature of most of the projects was the practical work experience the participants gained in administering and working on all aspects of their projects. Like all "cultural" and "social" programs, the projects are difficult to assess in terms of effectiveness, but judging by the number of requests for funds, and the scope and complexity of some of the projects undertaken, the program allowed many women to participate actively in international women's year in their own communities.

The 12 conferences, each attended by about 30 women specialists in a particular field, were held on such topics as women in politics, rural women, women and human rights, the participation of women in urban issues, women and the media, women in the arts, women from Canada's minority cultures, and native women. Reports from many of

these conferences are still being compiled, so, like many of the international women's year projects, the impact of the conferences in fostering change in the status of Canadian women, will take time to assess.

Some critics contend that the conferences were too elitist. Others say the whole Secretary of State program looked like a government attempt to offer a sop to women, while doing little to improve their status. Program director, Suzanne Finlay, was quick to acknowledge that her department's program did not please everyone, especially the more radical long-established groups that had started their programs without government assistance.

"Many activists were turned off by the heavy sell of international women's year." She agreed with them that one special year dedicated to women was not enough to bring about significant change, especially if efforts on their behalf lasted only for the specially-designated 12 months. She feels a special 5-year program would have been better, but defended the government's approach within the limits of a single year and believes that Canadian women did benefit. She says it gave women the impetus to launch programs that they otherwise would not have. She also believes that the public — and women in particular — must make loud and persistent demands for what they want in order to get governments to respond. She feels they did so during international women's year. But without continuous and strong grass roots demands from across the country, the status of women in Canada will not improve, she says. Finlay regards the Secretary of State international women's year program as an effective national means for the government to tap and support these grass roots demands and

The federal government's international women's year program

During international women's year, the federal government conducted a special program to supplement its ongoing program to help Canadian women achieve equality. The program included:

- Creation of an International Women's Year Secretariat — reporting to Marc Lalonde, minister responsible for the status of women, — to administer a national 12-month program during 1975, aimed at creating attitudes favourable to women achieving equal status in Canadian society.
- \$5 million special federal government funding, divided between the Secretary of State Department and the International Women's Year Secretariat. Of the \$2.5 million allocated the Secretary of State, approximately \$1 million was allotted to its Women's Program for additional
- grants to women's organizations, and \$500,000 for women's cultural events.
- In addition to the \$5 million new funds, all federal government departments with funds for projects submitted by members of the public were requested to give priority to projects submitted by and for women, during 1975.
- The federal government encouraged all its departments and agencies to examine their training and career opportunities for women employees.
- A one-day conference called Action 75+, to which chief executives in private business, unions, media, education, and government were invited, aimed at ensuring action beyond International Women's Year in the areas of equality in the workforce and a more positive image of women in the advertising media.

energies. Few could argue with the spirit of this response by government.

For its \$2.5 million investment, the recipients of the funds gave the government and the public a potentially long-lasting legacy in the area of women's views, demands, history, and creative talents. The two major film projects reflecting women's views are receiving mass distribution in movie theatres and on television. The first is a cartoon-style film called "Women Want", made by the National Film Board. The second is the "Just a Minute" series of one-minute videotape films made by the female participants

in several of the "how-to" film-making projects funded by the grants program. The series presents a cross-section of Canadian women expressing views on a variety of subjects.

The \$500,000 allocated to women's groups to undertake women's cultural programs, produced a nation-wide series of women's festivals of the arts displaying the talents of women playwrights, poets, dancers, photographers, writers, performers, and artists of all kinds. Some of these projects are bound to make significant contributions to Canada's literary and artistic heritage.

The "resource-producing" grants funded projects that compiled and distributed a variety of information of use to women in such subject areas as legal rights, and employment opportunities.

Long-established major national women's groups were another category of recipient for the Secretary of State funds. For example, a \$25,000 grant went to the National Secretaries Association to conduct a public awareness program in 40 communities. It was designed to encourage the recognition of the importance of the secretary's role in business, and to encourage the opening up of more management positions to qualified secretaries. After all, the largest proportion of Canada's working women are office workers.

Another project in the same category was a \$4,450 grant to the Canadian Council on Social Development to conduct a feasibility study of the need for a national journal on the law as it pertains to women.

Special funds to the Native Women's Program produced a book for native women containing biographical portraits of 10 native women from different regions and groups across the country. This book is a unique addition to Canadian literature — one of the few by and for native women, allowing them to speak for themselves, to each other.

The final component of the government's official program for international women's year was its promise to "eradicate provisions of a number of Acts that discriminate against women or are otherwise prejudicial to women," and to introduce human rights legislation.

The proposed human rights bill is designed to prohibit discrimination in all federal enterprises such as banks, airlines, and Crown

corporations. The long-awaited "omnibus bill" amends eight pieces of legislation in the area of citizenship rights, unemployment insurance, maternity benefits, pension plan benefits, and employment in the public service. This non-controversial bill has received the blessing of all concerned, but the proposed human rights legislation has received some severe criticism.

Madeleine Parent, secretary-treasurer of the Canadian Textile and Chemical Workers Union and Laura Sabia, then chairman of the Ontario Advisory Council on the Status of Women, spoke for many when they denounced the

...the attainment of equal rights by women... is likely to prove one of the major indications of the government's commitment to promoting women to equal status


inadequacies of the proposed bill's guarantee to outlaw discrimination in wages between male and female employees doing the same job. They call for equal pay for work of equal value because, in essence, the proposed legislation would still permit a senior secretary who has been with a company for years, to earn less than a junior male draftsman just learning his job.

Similar criticisms are being levelled against provisions of the bill that propose basing pension and insurance schemes on occupational groupings. While most agree that differences in benefits based on the number of dependants is fair to all concerned, feminists claim it is unfair that a secretary should get a lower pension on retirement than her boss.

The proposed method of filing complaints as outlined in the bill is another cause for criticism — a complaint would be referred to an investigator who decides whether or not it warrants the attention of a conciliator. The conciliator, on acceptance of the complaint, then attempts to persuade the company to cease and desist its discriminatory practices. In addition, the permission of the attorney-general is necessary for the case to be acted upon further. Even if found guilty of the offence, a fine is the only punishment. For many Canadian women, the bill promises too much and has the potential to deliver too little in the provision of effective protection against discrimination in the workplace.

Clearly, the need for human rights legislation for all Canadians is long overdue. As one of the major demands of women's rights advocates, its progress is being closely monitored. Sponsors of the bill, however, claim that the legislation is merely a draft proposal and they welcome public response and suggestions for amendments. Canadian feminists seem to be supplying both the criticism and suggested amendments.

In the long run, the attainment of equal rights by women, assisted and reinforced by legislation, is likely to prove one of the major indications of the government's commitment to promoting women to equal status in all facets of Canadian society. Taking into account the necessity for women to press for equality on their own behalf, it will also require a mass effort backed by the courts and legislatures, together with the support of their employers, for them to achieve equality.

During international women's year, the government at least indicated that it is responsive to women's demands for equality. Only time will tell to what degree. 

Metric conversion: added costs for workers?



by Ted Weinstein

Metric conversion in this country is well under way. Soon, our now-familiar Imperial system of measurement — inches, pounds, miles — will be completely replaced by the international system of metric measurement — centimetres, grams, kilometres.

Canadians are already accustomed to hearing weather reports giving the temperature in degrees Celsius and seeing highway signs with distances in kilometres. For most Canadians, metric conversion means only a slight inconvenience, requiring an adjustment to different terms and learning equivalent measures.

But for almost two million Canadians, metric conversion may create a financial burden. These Canadians are employee tradesmen — workers who earn their living by using calibrated tools. About 1.7 million workers — almost one in five in the workforce — use carpentry, machine-shop, servicing, repair, and

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other types of tools in their jobs. The workers are employed in almost 100 different occupational classifications, ranging from 28,000 metal-cutting machine operators; 100,000 welders; and 240,000 motor vehicle and aircraft mechanics and repairmen, to 240 glass and stone machining inspectors; 600 small business machine fabricators; and 60 wood products inspectors.

For almost two million Canadians, metric conversion may create a financial burden

Through the efforts of the Canadian Labour Congress and with the concurrence of industrial and trade association representatives, pressure is being put on the federal government to devise some sort of financial reimbursement system for these workers, although the exact form or amount of the repayment will not be known for some time. Ron Lang, legislative director of the Canadian Labour Congress, and a member of several Metric Commission committees, explains the background of the CLC concern:

“It was in 1972 that the Congress first became aware that the change in measurement systems from Imperial to metric meant workers would have a financial problem caused by the purchase of new tools. The government’s stated policy was to “let costs lie where they fall” — in other words, the employee tradesmen affected would have to absorb the cost of their new tools, even to the tune of



The CLC's Ron Lang says metric conversion may be costly to some workers.

thousands of dollars. The Congress sent a brief to the Metric Commission, established by the federal government to plan and co-ordinate metric conversion in all sectors of the Canadian economy, pointing out this potential problem. The same point was repeated and stressed between 1972 and 1974, and in September 1974, the commission formed a working group to examine the question of tradesmen's privately-owned tools."

The working group was a temporary subgroup of one of the 60-or-so Metric Commission sector committees concerned with various aspects of an identified industry sector. Sitting on the working group were about 20 representatives from 11 organizations: the Metric Commission; the Canadian Construction Association-Construction Trade Contractors; the CLC; Canadian Electrical Manufacturers' Association; Canadian Hardware and Houseware Association; Centrale des Syndicats démocratiques; Confédération des Syndicats Nationaux; Canadian Tooling Manufacturers' Association; National Automotive Trades Association of Canada; and the Ontario Retail Gasoline and

Automotive Service Association. Also attending the group's meetings in an advisory capacity were representatives from the Department of Finance and the Taxation branch of National Revenue.

During the first few meetings, Lang noted, "industry's first reaction to the CLC concern was cool. Except for the congress, the consensus seemed to be that there was no problem and the financial burden could not be that great. It was not general knowledge that, in the majority of companies and businesses, the employee tradesmen pay the cost of their own tools."

To determine the extent of the problem, the group devised a questionnaire which was distributed to member groups of the labour and manufacturing organizations. The questionnaire surveyed the classifications of employees required to provide their own tools to earn their living; the number of these employees; the type of tools they use; and whether these workers would have to replace their tools in order to perform their jobs after metric conversion.

"It was not general knowledge that in the majority of companies and businesses, the employee tradesmen pay the cost of their own tools"

The survey results, contained in the group's report, opened the eyes of the group members, said Lang. The Canadian Manufacturers' Association submitted results indicating one worker in 10 employed in Canadian manufacturing industries is required to own some of his tools. The CMA estimated the costs to individual

employees affected will range from \$50 for assembly workers to \$300 for skilled workers and \$600 for specialists. According to the National Automotive Trades Association, more than 200,000 motor mechanics supply their own tools, which could cost each of them upwards of \$2,000 to replace. The Canadian Tooling Manufacturers' Association indicated 85,000 employees in its organization own their tools, with the average cost of \$350 for each affected employee. The Canadian Construction Association corroborated the findings of the other groups, and counted refrigeration mechanics, general mechanics, elevator mechanics, and other workers among those who would be affected.

Armed with these figures, the working group tried to devise an equitable solution. Grants and subsidies were considered, but there were administrative problems. The eventual proposal of the working group was a tax system.

The group's report explained that the tax credit system would apply to employees who are required to own "measurement-sensitive" tools in order to earn their livings and who would have to supply themselves with duplicate tools because of metric conversion. The system would require employees purchasing calibrated metric tools to produce sales slips verified by the retailers and the tradesmen's employers. For the workers to receive the tax credits, sales slips would have to be submitted each year with the income tax forms. Furthermore, the working group recommended the tax credit would be made retroactive to January 1, 1975 and continue for the period during which employees are affected by metric conversion, and be applicable only to the initial duplicate purchase of any metrically calibrated tool.

The report of the working group was presented late last fall to the Parliamentary Standing Committee on finance. From the committee, the report went to Cabinet where it awaits a final decision.

If the costs of conversion are to "lie where they fall," Lang said, "organized labour, through collective bargaining, will be able to transfer some of the costs to the employers. But workers in smaller, unorganized industries will bear the full costs of metric conversion retooling.

"But while the government said the costs will lie where they fall, the Income Tax Act allows corporations to claim write-offs of up to 40 per cent on the cost of new machinery. In addition, corporations can pass on increased costs to the consumer. But employee tradesmen who must supply their own tools as a condition of work cannot pass on any costs and have not been offered any financial assistance or subsidization over and above the 3 per cent or \$150 expense deduction allowed every worker.

"Where do employee tradesmen turn to pass on their costs? They have nowhere to turn because they must buy and supply their own tools as a condition of employment. Metric conversion means employee tradesmen will have to supply two sets of tools for their work: their current Imperial measurement tools will be needed for machines or machine parts made to Imperial specifications, and metric tools for new machines and parts being built to metric specifications. In addition, employee tradesmen, especially mechanics entering the workforce will need both sets of tools for 20 or 30 years, in order to service either Imperial or metric-built machines.

"The cost? We estimate the initial cost for metric tools by 1980 to

Metric conversion means employee tradesmen will have to supply two sets of tools for their work

be \$700 million, and by the year 2000 metric tools will have cost employee tradesmen \$1 billion."

Although, in the view of the working group, a tax credit system would be the fairest, most equitable, and easiest system to administer, Lang said he is not sure exactly what system will be approved by the cabinet. Indeed, there are precedents of sorts here, he suggested, because Canada is one of the last countries in the world to convert to metric measurement, and no other government has helped workers such as employee tradesmen.


"We're fairly sure the cabinet will want to help these workers, but we don't know what kind of help will be chosen. The government does not want the Income Tax Act used to provide financial aid. The Income Tax Act makes a distinction between a person working on a 'contract of services' (an employee) and one working on a 'contract for services' (an independent businessman). The Canadian Labour Congress is not asking for personal income tax write-offs for businessmen, but for employees working on a contract of service.

"However, the government is of the opinion that once the principle and jurisprudence of the Act are breached — letting tradesmen claim the cost of metric tools as expenses — then the whole foundation of the Canadian income tax system is destroyed. It is on this basis that the cabinet will make its final

decision. We think the government will take the position that the employee tradesmen should have their tools paid for, somehow, or subsidized, but the Income Tax Act should not be meddled with. That's where we think the fight will be: not whether workers should get help, but what type of help will they get."

Lang said the advisors from the Departments of Finance and National Revenue who attended the working group's meetings suggested government departments such as Supply and Services or Industry, Trade and Commerce alleviate the financial burden.

"But how does a garage mechanic get money from the Department of Industry?" he asked. "If the government provided subsidies to the employers of the tradesmen, how would they be administered? How could we be sure the workers would get their full subsidy? This is our central point: the only fair control of financial help is through the income tax system. The government counters by saying if workers can deduct the cost of their tools, they will be deducting a cost of their employment. The government is worried that workers will be getting the same kinds of tax concessions as the business community."

The CLC does not know when cabinet will make its decision on this problem, but, said Lang, "tradesmen are buying new tools now. They should retain their sales slips as far back as January 1, 1975, get them certified by their employers, and if possible, get verification by the stores that the bills are for tools needed to replace Imperial measurement-sensitive tools. This way, if cabinet approves the tax credit, they will have their proof of purchase, and can get their tax deductions." 

Trends in Canadian Strikes 1917-1972

by B.L. Kinsley

Most studies of strike activity focus on some aggregate statistic such as time lost as a percentage of total estimated working time, or man-days lost per 1,000 workers. Such aggregate figures mask the three dimensions of strike activity—duration, frequency and size. Because these dimensions tend to vary independently, changes in any one may account for fluctuations or constant changes in an aggregate statistic. Consequently, it is important that each be examined separately.

Time lost as a percentage of total estimated working time is a significant indicator of overall strike activity and gives a rough estimate of the direct costs of strikes. Plotting time lost on a graph illustrates the fluctuations, indicates the gradual increase in time lost due to strikes, and points out the significant increase in time lost during the past few years.

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The average time lost between 1917 and 1951 was 0.12 per cent of total working time, and for the period 1952 to 1972 was 0.18 per cent. The increase since the early '60s has been even more dramatic, jumping from 0.07 per cent in 1963 to 0.43 per cent in 1972. But this may be a temporary phenomenon, because strike activity follows a cyclical pattern that

Strike activity follows a cyclical pattern that corresponds closely to the business cycle

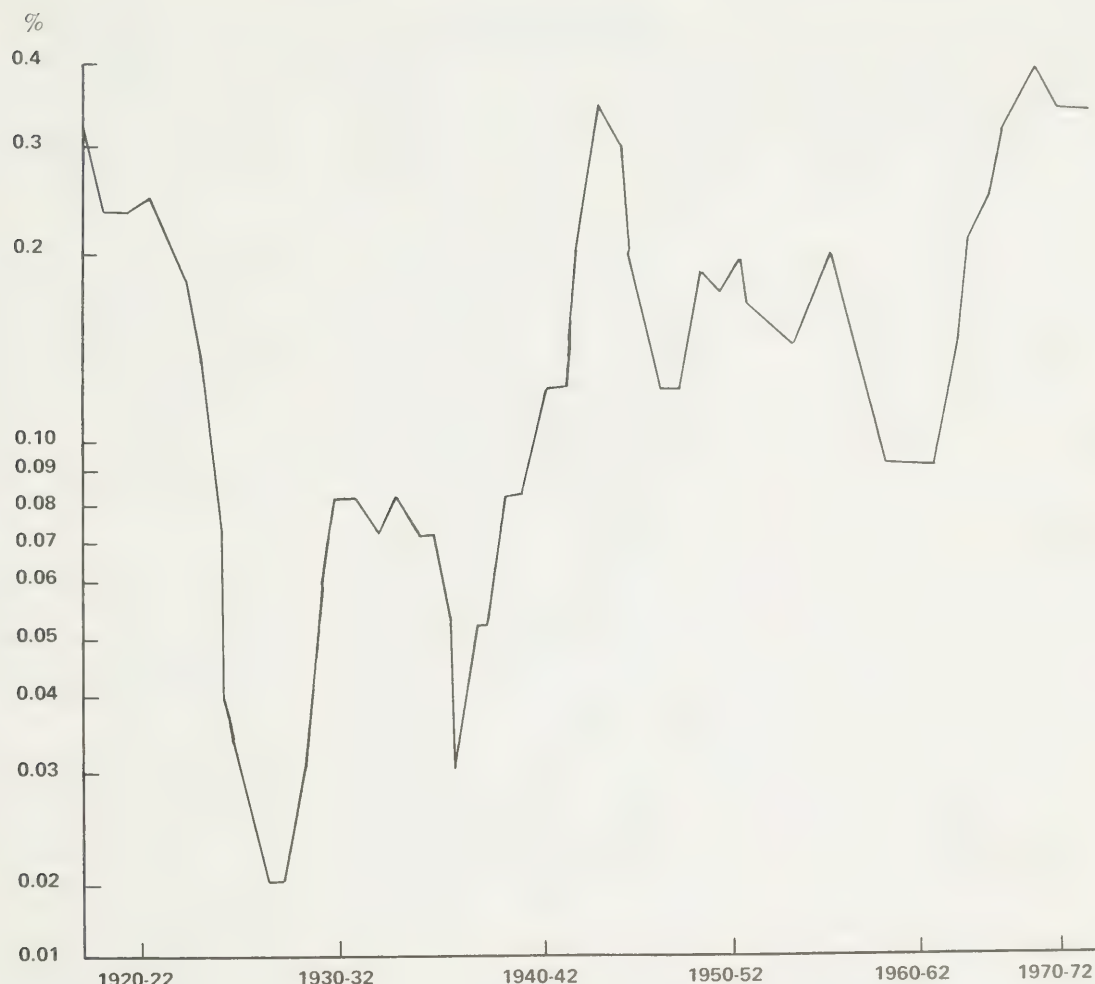
corresponds closely to the business cycle.

If strikes are as closely related to changes in economic conditions as they appear to be, then the recent trend to increased strike activity is due largely to such economic conditions as high inflation. It is clear that any policy directed at reducing strike activity must take this relationship into account.

Time lost gives some impression of cost. Although time lost due to strikes is relatively high now, it still does not equal the time lost due to accidents, sickness or absenteeism. To date, efforts to measure accurately the economic costs of strikes have not been successful. Attempts to weigh public inconvenience against workers' economic, political and psychological benefits are even less successful.

Graph 1

Time Lost* Due To Industrial Disputes As A Percentage Of Estimated Total Working Time, 1920 to 1972**



*Moving average taking three years at a time and plotted on semi-log. paper.

**Source: *Strikes and Lockouts in Canada 1972*, Ottawa: Labour Canada, 1974-28-29.

Strikes have been increasing in duration (Graph 2). The median strike between the years 1917 and 1951 lasted 6.7 days while strikes during the period 1952 to 1972 have lasted an average 8.4 days. The shortest strikes occurred during the war years 1940 to 1946 when they averaged 3.1 days, while in the last few years they have been averaging more than 11

Efforts to measure accurately the economic costs of strikes have not been successful

days. No possible explanation readily suggests itself for this change. During the war, strikes in many industries

were illegal and the real threat of government action may account for the short strikes during this period.

In other periods, longer strikes may be due to increasingly wide differences between what labour demands and what management offers. Big catch-up wage demands or issues over which it is difficult to compromise—such as

Graph 2
Average Duration, Frequency And Size Of Industrial Disputes, 1917-1972*



*Moving average taking three years at a time and plotted on semi-log. paper.

**Sources: Derived from *Strikes and Lockouts in Canada*, Ottawa: Labour Canada, Issues 1917-1972 and *Labour Organizations in Canada*, Ottawa, Labour Canada, issues 1917-72.

union recognition and the Rand formula, or the inclusion of COLA clauses and the right to bargain over technological change—may sometimes account for longer strikes during specific periods.

The number of strikes per 100 union locals has been decreasing slightly in recent years, but a cyclical pattern predominates. On the average, about 5 per cent of union locals can be expected to take strike action during

Many authorities believe that as the system of bargaining becomes more institutionalized, the frequency of strikes decreases

any one year though the rate varies between 2.5 per cent and 11 per cent. From 1917 to 1951, on the average, 5.2 per cent of union locals were on strike and between 1952 and 1972 the rate was 4.6 per cent.

Many authorities believe that as the system of bargaining becomes more institutionalized, the frequency of strikes decreases. The latter, however, may be due also to the fact that a higher proportion of locals are made up of unions that traditionally have a lower strike rate, those in service sectors and financial institutions, for example.

Size is the final dimension to be considered (Graph 2). The median strike, involving about 90 workers, has remained relatively constant despite some fluctuations between a low of slightly more than 50 to a high of 140 workers participating in a strike. The cycle appears to be peaking now because a larger number of workers

than normally would be expected are participating in strikes. At present, not even a tentative explanation can be offered for variations in the size of strikes.

Time lost has been gradually increasing and appears due mainly to the increasing length of strikes rather than to the greater numbers of strikes or to the increased size of strikes, both of which have remained relatively constant.

In the past few years, however, both frequency and size have been abnormally high, accounting for the unusually high time-loss rate during the past eight or nine years. Since duration is the only dimension that is constantly increasing over time it would appear that a particular explanation is required for this dimension and efforts should be aimed at finding one. In addition, peaks and troughs in frequency, size and duration are not always coincident, as is evident from (Graph 2). Their coincidence at present however may be due largely to the current economic instability. In short, policy-makers must bear in mind that strike activity follows a cyclical pattern closely paralleling the business cycle, but that there appears to be a constant increase in duration of strikes, and this will have to be singled out for particular attention and explanation.

Canada ranks second among the 17 countries used in a comparison for time lost, but ranks first in the number of days lost per worker, eighth in strikes per thousand workers, and tenth in the number of workers per strike (see Table 2). In Italy, strikes tend to be much shorter but occur more frequently. The same pattern exists in Australia. There are considerable risks involved in comparing duration, frequency and

Although Canada has a fairly high standard of living, it maintains a relatively high rate of unemployment

size of strikes across nations because of problems associated with the data, including variations in methods of data collection, in bargaining systems, and in choosing a standardizing base.

Some of the factors that might account for the difference among countries include: the state of the economy, level of bargaining, degree to which no-strike laws are strongly enforced, the structure of the labour force, presence of strong labour parties, and the degree to which workers' councils are utilized.

Although, Canada has a fairly high standard of living, it maintains a relatively high rate of unemployment—a rate considerably higher than that of Japan, Norway, Sweden, and several other countries. Secondly, no-strike clauses and no-strike pacts have more binding effect in many European countries than in Canada or the U.S. Thirdly, in many countries, bargaining occurs at the industry or multi-industry level, making strikes against individual employers all but superfluous, a general protest—in which case a day or two is sufficient. Fourthly, practically all countries—with the exception of Japan, Spain, Canada and the U.S.—have strong pro-labour parties either in power or as a significant minority party. Finally, countries such as Norway, Sweden and West Germany have been most successful at implementing some form of worker participation in decision-making, and a number of other countries are experimenting with similar forms of industrial democracy.

Table 1

Time lost to industrial disputes as a percentage^(a) of estimated total working time for selected countries 1964-1973*

Country	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973
Italy ^(b)	0.27	0.15	0.31	0.18	0.20	0.81	0.45	0.32	0.42	0.51
Canada ^(b)	0.10	0.14	0.29	0.22	0.27	0.40	0.33	0.14	0.37	0.26
U. S. A.	0.13	0.13	0.14	0.23	0.26	0.22	0.34	0.24	0.13	0.13
U. K.	0.04	0.05	0.04	0.04	0.08	0.11	0.18	0.23	0.40	0.12
Finland	0.01	0	0.02	0.06	0.05	0.03	0.04	0.51	0.09	0.46
Australia	0.08	0.07	0.06	0.06	0.09	0.15	0.18	0.23	0.15	0.09
Denmark	0	0.05	0	0	0.01	0.01	0.02	0	0	0.80
Israel	0.05	0.09	0.07	0.03	0.03	0.04	0.17	0.07	0.09	0.14
France	0.05	0.02	0.05	0.09	-	0.04	0.03	0.09	0.07	0.07
Belgium ^(b)	0.05	0.01	0.06	0.02	0.04	0.02	0.15	0.13	0.04	0.09
New Zealand	0.02	0.01	0.04	0.06	0.05	0.05	0.10	0.06	0.05	0.10
Japan ^(b)	0.03	0.05	0.02	0.02	0.02	0.03	0.03	0.05	0.04	0.04
Sweden	0	0	0.04	0	0	0.01	0.02	0.09	0	0
Spain	0	0.01	0.01	0	0.01	0.02	0.03	0.03	0.02	0.03
W. Germany	0	0	0	0.01	0	0	0	0.07	0	0.01
Norway ^(b)	0	0	0	0	0	0.01	0.02	0	0	0
Switzerland	0	0	0	0	0	0	0	0	0	0

(a) Values are rounded to the nearest even 100th.

(b) For these countries the statistics underestimate the time lost relative to the other countries as workers who were not party to the dispute but who were thrown out of work *within* the establishment directly affected by the work stoppage were not reported and therefore not included in the calculations.

* Derived from *International Labour Organization Yearbook 1974*, International Labour Office, Geneva.

Table 2

Average time lost, duration, frequency and size of industrial disputes for selected countries 1964-73*

Country	% Time	Lost	Days Lost per Worker		Disputes per 1,000 Workers		No. Workers Involved	
	\bar{X}	Rank	\bar{X}	Rank	\bar{X}	Rank	\bar{X}	Rank
Italy	0.36	1	4.3	10	20.0	2	1,075	1
Canada	0.25	2	17.0	1	7.3	8	485	10
U. S. A.	0.20	3	15.4	2	6.4	10	480	11
U. K.	0.14	4	4.5	8	7.0	9	675	4
Finland	0.13	5	5.6	7	10.0	7	505	7
Australia	0.12	6	4.4	9	15.0	5	490	9
Denmark	0.09	7	1.9	16	37.0	1	445	12
Israel	0.08	8	2.4	15	18.0	4	495	8
France	0.07	9	1.3	18	14.0	6	955	2
Belgium	0.06	10	9.8	5	3.0	13	525	5
New Zealand	0.05	11	2.5	14	19.0	3	275	15
Japan	0.03	12	2.5	13	3.8	12	780	3
Sweden	0.017	13	9.2	6	1.0	14	310	14
Spain	0.016	14	2.8	12	4.0	11	390	13
W. Germany	0.009	15	4.2	11	0.7 ^(a)	15	515 ^(a)	6
Norway	0.005	16	12.4	3	0.6	16	150	16
Switzerland	0.001	17	10.7	4	0.1	17	110	17
Mean	0.1		6.5		10.4		500	

(a) 1964-1969 only - Source: M. Fisher 1973:149.

Derived from *International Labour Organization Yearbook* 1974, International Labour Office, Geneva.



Labour organizations in Canada

At the beginning of 1975, union membership in Canada totalled 2,875,464 compared with 2,726,144 in 1974, an increase of 5.5 per cent, according to *Labour Organizations in Canada*, an annual Labour Canada publication.

In the past 10 years union membership has increased by 65.6 per cent compared with the 25.3 per cent increase in the previous decade, 1957 to 1966.

In 1975, union membership in Canada represented 29.7 per cent of the labour force and 36.8 per cent of non-agricultural paid workers, compared with the marginally-lower 1974 figures of 29.4 per cent and 35.7 per cent, respectively.

Seventy-one per cent of all union members in Canada, representing a membership of 2,043,484, belonged to Canadian Labour Congress —

affiliated unions. Members in unaffiliated national unions have increased their share of total membership in Canada from 4.8 per cent in 1966, to 16.4 per cent in 1975.

The extension of collective bargaining rights to government employees, teachers, nurses and some groups of professionals has been the main contributing factor in the increased number of members in national unions.

There are now 37 unions with more than 20,000 members, representing 70 per cent of the membership of national and international unions. In 1966, 21 unions represented 55 per cent of the membership.

A comparison of 1966 and 1975 figures shows the number of small unions remains relatively high. In 1966 there were 116 national and international unions with less than

10,000 members comprising 20 per cent of the membership, compared with 120 unions in 1975, representing 14 per cent of the membership.

Only two national unions in 1966 were represented in the 10 largest unions: the Canadian Union of Public Employees (CLC) and the Canadian Brotherhood of Railway, Transport and General Workers (CLC). In 1975 there were four: Canadian Union of Public Employees (CLC), Public Service Alliance of Canada (CLC), Centrale de l'enseignement du Québec (Ind.), and Fédération des affaires sociales (CNTU). In 1975 the Canadian Union of Public Employees replaced the United Steelworkers of America as the largest union in Canada (see accompanying list of unions with 50,000 or more members).

More information is available in the recently-published edition of *Labour Organizations in Canada 1974-1975*.

Union Membership by Congress Affiliation, 1975

Congress Affiliation	Membership	
	Number	Per Cent
Canadian Labour Congress	2,043,484	71.1
AFL-CIO/CLC	1,239,971	43.1
CLC only	803,513	28.0
CNTU	173,610	6.0
CSD	40,275	1.4
CCU	20,358	0.7
AFL-CIO only	626	*
Unaffiliated International Unions	84,963	3.0
Unaffiliated National Unions	471,909	16.4
Independent Local Organizations	40,239	1.4
TOTAL	2,875,464	100.0


*Less than 0.1 per cent.

Unions with 50,000 or more members, 1975

	Relative	
	1975 Membership	Position in 1974
1. Canadian Union of Public Employees (CLC)	198,872	(2)
2. United Steelworkers of America (AFL-CIO/CLC)	186,996	(1)
3. Public Service Alliance of Canada (CLC)	135,998	(3)

4. International Union, United Automobile, Aerospace and Agricultural Implement Workers of America (CLC)	117,486	(4)
5. United Brotherhood of Carpenters and Joiners of America (AFL-CIO/CLC)	89,010	(6)
6. Québec Teachers' Corporation (Ind.)	84,905	(5)
7. International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America (Ind.)	75,638	(7)
8. International Brotherhood of Electrical Workers (AFL-CIO/CLC)	63,463	(8)
9. Social Affairs Federation (CNTU)	61,130	(11)
10. International Association of Machinists and Aerospace Workers (AFL-CIO/CLC)	57,209	(13)
11. International Woodworkers of America (AFL-CIO/CLC)	56,741	(10)
12. Canadian Paperworkers Union (CLC)	56,000	(**)
13. Civil Service Association of Ontario, The	55,448	(*)
14. Canadian Food and Allied Workers, District 15 Council (AFL-CIO/CLC)	50,000	(14)

*Fewer than 50,000 members in 1974.

**Separate Canadian union formed in 1974, membership formerly in United Paperworkers International Union (AFL-CIO/CLC). 

Labour legislation in Canada, 1975

Part 1A: labour relations—general

by William H. Langford

In Ontario, comprehensive amendments to the Labour Relations Act receiving royal assent July 18, included the following:

Interpretation of "employee"

The term "employee" is defined to include "dependent contractor" — which means a person, whether or not employed under a contract of employment, and whether or not furnishing his own tools, vehicles, equipment, machinery, material, or any other thing — who performs work or services for another person for compensation or reward on such terms and conditions that he is in a position of economic dependence upon, and under an obligation to perform duties for, that other person. Such a relationship would more closely resemble that of an employee rather than that of an independent contractor.

William H. Langford is an officer in Labour Canada's Legislative Research Division.

As in the original Act, two or more associated or related businesses may be treated as one employer. The provision is expanded to include instances where two or more businesses do not operate simultaneously, and also to permit direct applications to the Ontario Labour Relations Board.

A new provision places the responsibility upon the employer to make all material facts known to the Board in a hearing to determine whether associated or related companies should be considered, for certification as one employer.

Board to determine appropriateness of units

The Board may certify a trade union as bargaining agent for a bargaining unit where the final composition of the bargaining unit is still to be resolved. In the interim, the trade union is entitled to certification.

Representation vote

The membership requirement for certification is changed from 65 per cent to 55 per cent and the requirement for a vote is changed from 35 per cent to 45 per cent.

Certification where Act contravened

Certification without a vote is now permitted where an employer's contravention of the Act makes it unlikely that the true wishes of the employees can be ascertained.

Unions not to be certified

The amendment adds age and sex to the list of prohibitions against discrimination, which include prohibition of employers participating in the formation, administration, financial or other support of a trade union, and on the grounds of race, creed, colour, nationality, ancestry or place of origin.

Appointment of special officer

Where, at any time during the operation of a collective agreement the provincial labour minister considers that it will promote more harmonious relations between the parties, he may appoint a special officer knowledgeable in industrial relations to confer with and assist the parties in respect of their current relationships and anticipated bargaining problems.

Duties of special officer

The special officer confers with the parties and reports to the labour minister within 30 days of the special officer's appointment. The appointment terminates in 30 days unless extended by the labour minister.

Disputes advisory committee

The labour minister may appoint a Disputes Advisory Committee, composed of one or more representatives of employers and one or more representatives of employees, that may be convened at his request to confer with, advise and assist the bargaining parties.

Voluntary arbitration

The parties may refer matters remaining in dispute between them to an arbitration board for final and binding determination.

Craft units

As before, provision is made for a separate bargaining unit for an employee group exercising a distinguishable skill or craft including persons who according to established trade union practice are commonly associated in their work and bargaining with such group. Employees included in a bargaining unit represented by another bargaining agent at the time the application is made are excluded.

Dependent contractors

Provision is made for bargaining units consisting solely of dependent contractors. But the Board may include dependent contractors in a bargaining unit with other employees if the Board is satisfied that a majority of such dependent contractors wish to be included in such a bargaining unit.

Powers of arbitrator or board of arbitration

Agreement to arbitrate supersedes all other dispute settlement provisions of the Act, including those relating to conciliation, mediation, strike and lockout, and including those provisions related to proceedings before the arbitrator or board of arbitration.

Ratification vote

The minister may, during a strike or lockout, decide that it is in the public interest to direct that a vote of employees in the bargaining unit be held forthwith to accept or reject the employer's last offer.

Recognition provision

The Act requires collective agreements to include recognition of exclusive bargaining rights of a trade union and an accredited employer's organization that are

parties to an agreement. The amendment deems these provisions to be included in the agreements; it is therefore no longer necessary for the Board to add such provision upon application.

Deduction and remittance of union dues

Except in the construction industry, at the request of the trade union that is the bargaining agent, there must be included in the collective agreement a requirement for the voluntary deduction and remittance by the employer of regular union dues payable by employees in the bargaining unit who give written request.

Arbitration — extension of time

Where applicable in a collective agreement, an arbitrator or arbitration board may extend the time for taking any step in the grievance procedure.

Union security

The previous 65 per cent requirement is reduced to 55 per cent in line with the corresponding change in the certification provisions.

Collective agreements

The prohibition against discrimination is extended to include age and sex, complementary to the certification provision.

Extension of term

The provision in the Act to extend the provisions of a collective agreement while bargaining for its renewal is modified by providing for termination of such extension by either party upon 30 days notice to the other.

Termination of bargaining rights

The percentage of employees in a bargaining unit who must signify their desire to have a trade union's bargaining rights terminated by the Board in order that the Board conduct a vote is reduced from 50 to 45 per cent.

Successor rights

Included in the change of ownership provisions is the renewal, with or without modifications, of the agreement then in operation.

Duty of respondents

The employer must make known to the Board all material facts when a trade union alleges that the sale of a business has occurred.

Duty of fair referral, etc. by trade unions

A trade union must not act in a manner that is arbitrary, discriminatory or in bad faith where, pursuant to a collective agreement, it is engaged in the selection, referral, assignment, designation or scheduling of persons to employment.

No agreement

Reference to Act provisions relating to the time of release of documents clarifies the strike/lockout delay provisions where no collective agreement is in operation.

No employee shall strike and no employer shall lock out an employee until the labour minister has appointed a conciliation officer or a mediator and:

- seven days have elapsed after the day the Minister has released or is deemed to have released to the parties the report of a

conciliation board or mediator; or

- fourteen days have elapsed after the Minister has released or is deemed to have released to the parties, a notice that he does not consider it advisable to appoint a conciliation board.

Working conditions not to be altered

Where a trade union has applied for certification and notice from the Board has been received by the employer, the employer shall not, except with the consent of the trade union, alter the rates of wages or any other term or condition of employment or any right, privilege or duty, of the employer or the employees until:

- the trade union has given notice of its desire to bargain, in which case the previous provisions apply (seven days after release of conciliation board or mediator report, or fourteen days after Minister's notice that conciliation board will not be appointed); or
- the application is dismissed or terminated by the Board, or withdrawn by the trade union.

Complaint that financial statement inadequate

The Board may inquire into a complaint and order the trade union to prepare another audited financial statement in appropriate form, and may require certification of the rectified statement by a public accountant.

Annual filing of statement

Detailed audited financial reports of trustees of trade union pension and welfare funds must be filed annually with the Minister. Trade union members may obtain copies

of the statements from the administrators of the funds upon request and without charge.

Enforcement

Where a complaint alleges a contravention of the Act, inquiries previously conducted by a "field" officer are now made by a "labour relations" officer. Similarly, the duties and reports required now devolve upon the labour relations officer.

Remedy for discrimination

Where the Board is satisfied that the Act has been contravened it determines what, if anything, the parties must do or refrain from doing with respect to the complaint, including any one or more of:

- an order directing the employer, employer's organization, trade union, council of trade unions, employee or other person to cease doing the act or acts complained of;
- an order directing the employer, employer's organization, trade union, council of trade unions, employee or other person to rectify the act or acts complained of; or
- an order to reinstate in employment or hire the person or employee concerned, with or without compensation in lieu of hiring or reinstatement for loss of earnings or other employment benefits in an amount that may be assessed by the Board against employer, employer's organization, trade union, council of trade unions, employee or other person, jointly or severally.

Burden of proof

On an inquiry by the Board into a complaint that a person has been

refused employment, discharged, discriminated against, threatened, coerced, intimidated or otherwise dealt with contrary to the Act as to his employment, opportunity for, or conditions of employment, the burden of proof that any person, employer or employer's organization did not act contrary to the Act lies upon the person, employer or employer's organization.

Declaration and direction of board (unlawful strike/lockout)

As before, the Board is authorized to declare a strike or lockout unlawful; it may now also direct what action shall be taken or not taken by those involved.

The grounds for the declaration now include the threat, counsel, procurement, support or encouragement of strike or lockout by either party.

Enforcement

The direction is filed with the registrar of the Supreme Court and entered in the same way as a judgement or order of that court.

When chairman or vice-chairman may sit alone

A new provision permits the chairman or his alternate, or another vice-chairman to sit alone to hear and determine matters related to:

- fair representation;
- fair referral to work;
- unlawful strikes;

- unlawful lockouts; or
- unlawful construction industry strikes and lockouts, and to exercise all the powers and duties of the full Board.

Testimony in civil suits, etc.

The Board and its staff are still protected from giving testimony in civil suits; the protection is now extended to include proceedings before the Board or any other tribunal, the information obtained "within the scope of their employment" (as well as while "discharging their duties," as before).

The Board may give its consent to waive such protection.

Construction industry

The definition of "sector" is amended to remove the reference to "tunnels" since tunnels are not exclusively constructed by employers operating in the sewers and watermain sector of the construction industry.

Referral of grievances to Board

Either party to a collective agreement may refer a grievance concerning the interpretation, application, administration or alleged violation of the agreement, including any question as to whether a matter is arbitrable, to the Board for final and binding determination.

Hearing

The referral of a grievance to the Board may be made in writing in the prescribed form by the grievor at anytime after delivery of the written grievance to the other party, and the Board sets the date for a hearing, which is held within fourteen days after receipt of the referral. The Board may appoint a labour relations officer to confer with the parties and endeavour to effect a settlement before the hearing.


Jurisdiction of Board

The Board has exclusive jurisdiction to hear and determine the difference or allegation referred to it, including any question as to whether the matter is arbitrable.

Expense

Expense of the proceedings, in the amount fixed by the regulations to be jointly paid by the parties to the Board for payment into the Consolidated Revenue Fund.

Employer's organization not to be accredited

Age and sex discrimination are added to the reasons for which the Board is not to accredit an employer's organization. The other reasons are: trade union or trade union council participation in the formation or administration, financial or other support, of the organization; and discrimination on the grounds of race, creed, colour, nationality, ancestry or place of origin. 

Books

The Politics of Labour

by T. Philips Thompson

University of Toronto Press
1975 paperback, \$5.95

It is perhaps appropriate that 75 years after Thompson began working as the Toronto correspondent for the *Labour Gazette* that one should review the reissue of his major work *The Politics of Labour* (1887). Clearly it is difficult to evaluate any book that was written before the vast disruptive changes of the 20th century. The book is also depressing in that the problems, which Thompson feels are so solvable with proper commitment and organization, still plague us today. For example, this 19th century socialist cries out:

on housing:

"In all great cities rents are enormously high..." (p. 75) "Land ought not to be a commodity, because like air and water it is necessary to human existence; and all men have by birthright equal rights to its use." (p. 40) The Toronto electorate in the recent Ontario provincial election echoed their affirmation of a similar position.

on corporate monopolies:

"The real government of our 19th century civilization is not the parliamentary or administrative bodies in the name of which laws are promulgated. It is the industrial and business and social organization which governs by its iron laws that need no popular assent..." (p. 93).

"Political freedom cannot long

co-exist with industrial serfdom." (p. 7) Clearly, given the growing strength of multinational corporate monopolies, such comments take on added meaning.

on capitalism:

"Labour should not be a commodity, because it is human life." (p. 40) "Competition implies a continual warfare, which, like all warfare, results in a drain and a tax on productive industry... Most of their work (capitalists) is utterly wasted and unprofitable energy. They are laboring to undo the work of others..." (p. 59).

on strikes:

"If, instead of wasting money upon strikes, which drain the resources of labour unions, the amounts were carefully laid by until an opportunity to start a few men in some co-operative enterprise... the benefits achieved would be infinitely greater." (p. 131) These are well chosen thoughts that have been followed in Israel with interesting results.

on white-collar unionization:

"...there is no class which stands more in need of the temporary benefits of organization and has more to gain by the permanent and thorough reformation of the industrial system than the intellectual proletariat." (p. 183) On this matter, white-collar employees today, increasingly see themselves as being as much hired workers as seeing themselves as professionals.

on solutions to the problems of contemporary society:

As a representative socialist of the

revisionist evolutionary school, Thompson does not believe in revolution. Rather he suggests "In evolution, not in revolution, lies the solution of the problem. No sudden spasmodic change, even could it be accomplished peaceably, could possibly bring those attitudes for the fulfilment of the duties and responsibilities of a more perfect social state..." (p. 81) He believes in the slow but steady shift of public opinion away from individualism and competition toward collectivism and co-operation. As such, the increasing unity of labour in industrial unions and the renewed state involvement in the economy and other public realms, will mean the end of capitalism and its economic irresponsibility, of cyclical unemployment and inflation. Indeed he states: "The rule of King Capital has already begun to pass by evolution from an absolute to a limited monarchy." (p. 133) His optimism about inevitable progress and that most crime and delinquency are caused by poverty reflects the mood of early socialists — theirs was a vision of a conflictless futuristic "new society." Such visions, however, are illusive goals and are as likely to usher in a harsh "Brave New World" as a just society.

— Alan Whitehorn

Alan Whitehorn is a research associate and part-time sessional lecturer in the department of political science, at Carleton University, Ottawa.

The Story of Unions in Canada

by Jack Williams

Toronto, Dent, 1975, 252 pp.

Jack Williams, a former director of public relations for the Canadian Labour Congress, and for one of its two predecessors, the Canadian Congress of Labour, has written a labour history that few other Canadians could write. He was part of many of the major developments he describes, and it was his task to interpret them to the Canadian news media and to the Canadian public.

Williams covers labour's history from its earliest beginnings in Canada to the 1970s. His early chapters, while written mostly from secondary sources, are factual and informative, but he is at his best when he describes the history he knew first-hand. Here is an insider's view of the struggles between the Communist Party of Canada and its opponents in the labour movement who fought so hard against it during the 1940s. Here, too, is an authoritative version of the founding of the New Democratic Party, and labour's involvement in it, and also of the merger of the CCL and the Trades and Labour Congress of Canada that created the CLC.

His prose is clear, simple and easy to read, because he defines his terms well and describes the multiplicity of labour organizations—so baffling to outsiders—very well indeed. Despite Williams' own keen involvement in labour and his dedication to the movement, this is no whitewash job: "History gives a good deal of support to those who suggest there are times when unionists spend as much time fighting among themselves as they do with management," he writes. And, again: "By the mid-1970s the labour movement was still struggling with some of the basic difficulties that confronted its pioneers."

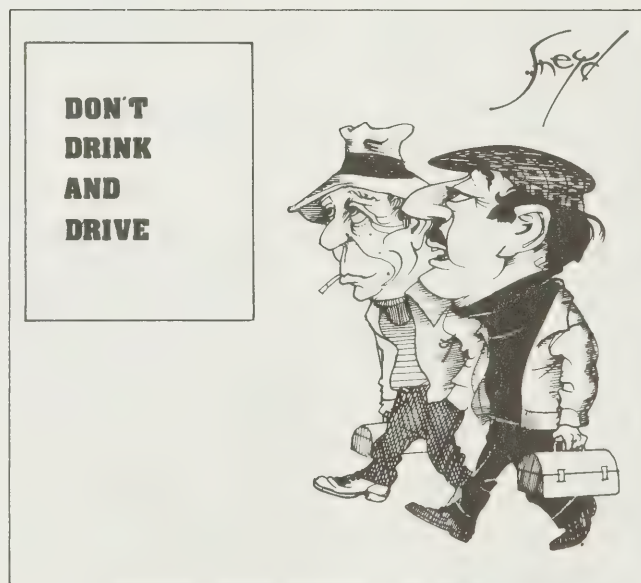
Critics will complain that Williams does not devote enough attention to the contemporary issue of Canadian autonomy in the union movement which, he observes, was also an issue as far back as the 1850s. They will also point out that he devotes little space to the Confederation of National Trade Unions. Nevertheless this is an excellent history of Canadian labour, which tells it as it was and is, not as many naive observers of the movement wish it had been.

With labour histories by those actually involved in the labour movement appearing so infrequently, Williams' contribution will undoubtedly be compared with Morden Lazarus' *Years of Hard Labour*, published in 1974 by the Ontario Federation of Labour

[reviewed in LG, October 1975, p. 730]. The two are complementary. *Years of Hard Labour* is a series of short reports, written somewhat like news stories, on major events and personalities in Canadian labour history. *The Story of Unions in Canada* provides more background and "inside" information on many of the events presented in *Years of Hard Labour*.

— Roy LaBerge

Roy LaBerge teaches social science at Algonquin College, Ottawa. Formerly a journalist and editor of Canadian Labour, he is a frequent contributor of articles and book reviews to The Labour Gazette.



"These days, who can afford to do both?"

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P.E.I. teachers permitted to bargain collectively

A serious error which adversely reflects on both the P.E.I. Department of Education and the teachers of this province appeared in an article entitled "Collective Bargaining Trends in Education" printed in the October, 1975, issue of *The Labour Gazette*.

Referring to a Task Force Study by Professor J.D. Muir, the article claimed that in Prince Edward Island, teachers are specifically excluded from that province's Labor Code and are not permitted to strike or bargain collectively.

Further research by Professor Muir would have shown that the P.E.I. School Act was altered four years ago to provide for collective bargaining rights for teachers. The relevant provi-

sions of the regulations to this Act were drawn up by a joint committee of the P.E.I. Teachers' Federation, government representatives and school trustees, and contain provisions for recognition of a teacher representative and procedures for negotiations, dispute settlements, etc.

By mutual agreement, the parties decided to use a special form of binding arbitration based on fair comparison for resolving disputes. The teachers may choose arbitration for resolving outstanding differences.

The arbitrator in turn is required to base his decision on incomes received by teachers in the surrounding maritime provinces among other factors including

economic capability differences among the provinces.

The government is thus committed to pay on a basis of fair comparison and the employees accept this as a reasonable limitation. During the past four years agreements have been reached in negotiations with the Prince Edward Island Teachers' Federation without resort to either conciliation or arbitration supported by an overwhelming ratification vote by the teachers.

I trust the above information will clarify the situation with respect to collective bargaining for the teachers of P.E.I.

W. Bennett Campbell
Minister of Education
Prince Edward Island

Criticism of public service wages policy

While the federal government is trying to obtain general acceptance of its anti-inflation program, it is paying little attention to the program's effect on its own employees. The intentions of Treasury Board, which conducts contract negotiations for the government, are clear. The board has served notice to the various public service unions, such as the Public Service Alliance of Canada and the Professional Institute of the Public Service, that all contract negotiations will be carried out to the letter of the law.

In essence, the wage controls reflect the government's attitude towards collective bargaining.

J. Peter Connell, former deputy secretary of Treasury Board in charge of personnel, recently revealed that pay increases in the public service have consistently lagged behind salary levels in the private sector.

Wage settlements in the public sector since 1969 have been consistently 2 per cent less than in the private sector. From 1967 — when collective bargaining was introduced in the federal public service — to the end of 1974, cumulative wage increases have been 77.8 per cent. However, according to Labour Canada, cumulative wage increases in contracts covering 500 or more employees in both public and private sectors in the same time period were 99.2 per cent. If public sector wage

settlements were not included, this cumulative figure would climb by at least 5 per cent.

According to Treasury Board's own statistics, base wage increases in big industrial contracts in 1968 were 8 per cent, compared with an average 7.1 per cent in the federal public service. In 1969, the private sector averaged 8 per cent, while public servants got 5.9 per cent. In 1970, non-government workers got 7.6 per cent, federal employees only 6.4 per cent. In 1971, private sector workers were awarded 8.7 per cent while federal public servants got 5.8 per cent.

In 1972, settlements again were higher for private sector workers (7.7 per cent) than for government

employees (5.8 per cent). In 1973, the private sector got 7.7 per cent, compared with 7 per cent awarded the public servants. In 1973, the figures were 13.5 per cent and 12.5 per cent respectively.

Although collective bargaining is operative in the public service, little mention is made of the restrictions applying to public servants. Unlike their counterparts in the private sector, federal public servants subject to the Public Service Staff Relations Act cannot bargain on such issues as job classification, promotion, transfers, pension contributions, and benefits, layoffs, and technological changes. Indeed, Section 7 of the Act expressly states: "Nothing in this Act shall be construed to affect the rights or authority of the employer to determine the organization of the Public Service and to assign duties to and classify positions, therein."

Unlike the private sector, the government, under the PSSR Act, can exempt from a bargaining unit employees who work in a "confidential" or managerial position.

In the private sector, it is unthinkable that a union would not have any say in a pension scheme to which its members contribute.

Under the current legislation, the government has the right to determine the manner in which the public service is organized and maintained. In essence, there is nothing to prevent the government from completely disbanding the public service, and contracting out all work to the private sector.

A common myth is that the strike weapon is a serious threat. If a public sector union does decide to go on strike, the government can designate employees as being vital to the public interest. Ironically, during the General Labour and Trades Group (GLT) strike last

March (LG, Oct. 1975, p. 711), employees tending the Governor-General's greenhouse were classified among those vital to the public interest.

Public sector unions, unlike their counterparts in the private sector, face a very tenuous situation: the government as employer can sacrifice the public service unions by simply declaring their wage demands inflationary. Unions such as the Canadian Union of Public Employees (CUPE) feel that if the government wants to reduce the leverage of the labour movement, then the government must equally reduce the corporate power of the private sector. Failing this, labour feels it could suffer a double disaster: on the one hand being locked into a program of wage restraint, while corporate power increases without government intervention.

Gerard Kreeft
Ottawa

Labour's opposition to guidelines ill-founded

From the cries of rage which the labour unions are directing against the federal income and price guidelines, one might assume that the share of national income going to wages is falling while the share going to profits is rising. But the statistics suggest that the opposite is true.

Wages, salaries and supplementary incomes, including military pay, are already taking a record share of the gross national product, and under the guidelines program they will probably be able to improve their position.

The share of GNP going to corporate profits, before tax, has been declining and the guidelines

apparently prevent them from recovering.

What we are watching in fact, is probably the normal operation of the economic cycle. During a boom, profits soar and wages lag. During a recession, profits sag while wages catch up, at least in the short-term.

In 1970, for example, wages and salaries were at 55.6 per cent of GNP and profits at 9 per cent. By 1974, wages and salaries had dropped to 54.7 per cent and profits were up to 13.1 per cent.

But the cycle has already begun to turn. By the second quarter of this year, wages and salaries had increased to 57.3 per cent and profits had dropped to 11.3 per cent. ...

There are difficulties in interpreting the figures, but what seems to be clear is that this year the share of national income going to income earners has risen above the long-term average, while the share going to profits is about average, or below.

Under the federal guidelines, incomes can rise at the same rate as the cost of living, plus 2 per cent for productivity, which is more than will be justified in many cases by the real increase in wealth. Profit margins and dividends, meanwhile, are more or less frozen.

The trend over the past quarter century has been for slow but steady growth in the share of gross national product going to salaries and wages. The federal guidelines seem likely to encourage rather than discourage this redistribution of national income.

The unions, in fact, are fighting the short-term movements of the last couple of years and ignoring the long-term advantages.

Anthony Westell
in *The Toronto Star*

Fifty Years Ago

Fifty years ago, the January issue of *The Labour Gazette* reported that the federal government considered **assistance to the unemployed**, a local responsibility. However, where the "suffering" as the result of unemployment was beyond the control of the municipality, the federal government would co-operate with local and provincial authorities in sharing the cost of unemployment "relief" as it was then called. Requests for this federal unemployment relief had then to be first channelled through municipal and provincial governments.

Also in January 1926, *The Labour Gazette* reported that the federal government's practice of paying its employees only **once a month** was causing hardship in at least one department. In response to the concern expressed by the Dominion Customs and Excise Officers' Association, the Minister of Customs and Excise announced that starting in February, departmental employees — then numbering about 5,000 — would be paid twice a month. The employees' association contended that being paid once a month left them short of cash, forced them to buy on credit and left them unable to take advantage of sales. In 1926, a twice-monthly paycheque was considered by at least some federal public servants as a step towards solving their monetary problems.

In January 1926, an employee **profit-sharing** plan launched by a Montreal biscuit manufacturer was also

considered worthy of note in *The Labour Gazette*. The firm of Christie, Brown and Company opened an Employee Saving and Profit Sharing Fund for its employees on January 1. Employees could deposit 5 per cent of their wages in the fund up to a limit of \$104 a year. This limit was fixed, allegedly so that the more highly-paid employees could not get an unfair share of the fund's profits. Employees who joined the fund were told that if they contributed to it for 30 years, they would retire with \$14,142 — a considerable sum of money in 1926.

Women's status was also a topic of discussion in January 1926. Women trade unionists in the United States at a Women's Industrial Conference in Washington, presented a petition to President Coolidge opposing an "equal rights" amendment to the American constitution. The trade union women, under the direction of the Women's Bureau of the U.S. Labor Department, said such an amendment would cancel all existing legislation in favour of working women. Their petition said in part: "The American Federation of Labor has repeatedly declared its opposition to the so-called equal rights amendment proposed by the National Women's Party because of its destructiveness to labor standards and to industrial equality of any real sort." In 1926, that was the official view of women trade unionists on equal rights amendments. Times have changed, since 50 years ago.

The same issue of *The Labour Gazette* reported that while women trade unionists in the U.S. were opposing an equal rights amendment to the constitution, the government of Saskatchewan amended the Female Employment Act of that province to extend its **protection to non-white women** then working in the province. Until 1926 women of Chinese, Japanese, and other "oriental" extractions working in Saskatchewan, were not accorded the same protection as were white women. Also in 1926 in Saskatchewan, municipal councils were allowed full discretion in granting or revoking licences for the employment of women. Fifty years ago, women in the working world had a long way to go.

Also in January 1926, an item in *The Labour Gazette* reported that the American Society of Mechanical Engineers named "wasted human manpower and industrial fatigue" as "one of the greatest industrial wastes" to blight North American industry. That society suggested that "there was perhaps no scientific and experimental research that could be undertaken which would be more profitable and far-reaching in its results" — than on **industrial fatigue**. Fifty years ago, wasted manpower and industrial fatigue were considered "industrial wastes". Those were the days before the evils of pollution were associated with the concept of "industrial wastes."

— Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, October

The Consumer Price Index for Canada (1971 = 100) advanced 0.9 per cent to 142.8 in October from 141.5 in September — high shelter charges were responsible for one half of this increase. The food index increased 0.4 per cent and the index for all-items including food, rose 1.1 per cent. Between October 1974 and October 1975, the total CPI advanced 10.6 per cent.

The advance of 0.4 per cent in the food index was mainly because of higher beef and pork prices. Increases in the price of fresh vegetables, coffee, canned salmon and restaurant meals also contributed to the rise in the October food index. Seasonally lower quotations for fresh fruit, and lower prices for sugar, partially offset these rises. Fats and oils products, including margarine, declined in price for the sixth consecutive month. Higher home ownership charges, attributable to an average rise of 13 per cent in annual residential property taxes, were chiefly responsible for the 1.1 per cent increase in the index for all-items excluding food. Increased local transit fares in Montreal, higher water rates in several municipalities and increased charges for dental care, also contributed to this advance. In some provinces, the price of alcoholic beverages for home consumption was higher. In terms of goods and services, the price level of goods advanced 0.3 per cent and services 2.0 per cent.

On a seasonally adjusted basis the all-items CPI advanced 1.1 per cent between September and October. This comprised a 1.4 per cent increase in the food index —

substantially higher than its 0.4 per cent rise on the unadjusted basis, and a 1.0 per cent increase for all-items excluding food.

In October, the current annual rate of change in the CPI based on the seasonally adjusted movement since three months earlier was 10.7 per cent, slightly higher than the previous month.

City Consumer, October

Consumer price indexes advanced in all of the 14 regional cities between September and October; housing was the main contributor to these increases. Price movements ranged from an increase of 0.4 per cent in St. John's and Saint John, to 2.3 per cent in Halifax. In other cities the advance was: 0.6 per cent in Quebec City; 0.9 per cent in Montreal; 0.9 per cent in Ottawa; 0.6 per cent in Toronto; 1.3 per cent in Thunder Bay; 0.9 per cent in Winnipeg; 0.8 per cent in Saskatoon; 0.7 per cent in Regina; 1.1 per cent in Edmonton; 1.0 per cent in Calgary; 1.1 per cent in Vancouver. The percentage increase from October 1974 to October 1975 was: 11.2 in St. John's; 11.5 in Halifax; 11.5 in Saint John; 10.3 in Quebec City; 11.2 in Montreal; 10.3 in Ottawa; 9.8 in Toronto; 10.5 in Thunder Bay; 11.9 in Winnipeg; 11.3 in Saskatoon; 11.0 in Regina; 11.3 in Edmonton; 11.3 in Calgary; 11.1 in Vancouver.

Employment, October

The seasonally adjusted employment level for the week ended October 18, was 9,373,000, a decrease of 22,000 from September, Statistics Canada reported. The level for those

14 to 24 decreased by 17,000, and for women 25 years and over, by 6,000. The decline in the level of unemployment was concentrated among part-time workers.

Without seasonal adjustment the labour force was estimated at 9,982,000 in October. The level of employment was 9,406,000, and the level of unemployment was 576,000.

The seasonally adjusted level of unemployment decreased by 7,000 to 725,000 in October. Unemployment declined among those 25 and over, but increased among those 14 to 24.

At 7.2 per cent, the unemployment rate, seasonally adjusted, was the same as in September. The rate increased by 0.4 per cent among those 14 to 24 and decreased by 0.3 per cent among people 25 and over. In October the unemployment rate was 12.9 per cent for the 14 to 24 age group and 4.9 per cent for those 25 and over.

On a provincial basis, the unemployment rate decreased by 1.0 per cent to 8.6 per cent in British Columbia and by 0.2 per cent to 9.1 per cent in Quebec. It advanced 2.2 per cent to 12.6 per cent in New Brunswick; 1.6 per cent to 3.5 per cent in Saskatchewan; 0.8 per cent to 19.6 per cent in Newfoundland; 0.5 per cent to 4.0 per cent in Manitoba; and by 0.4 per cent to 8.5 per cent in Nova Scotia. The unemployment rate was unchanged in Ontario at 5.8 per cent, and in Alberta, at 3.4 per cent.

Employment, November

The seasonally adjusted employment level in November was estimated at 9,388,000, an increase of 15,000 from October, Statistics Canada reported. There was an increase of 31,000 in the number of persons 25 and over, but a decrease of

18,000 in the 14-24 age group. Full-time employment increased by 29,000 and part-time employment decreased by 17,000.

Without seasonal adjustment the labour force was estimated at 9,972,000 in November, with 9,332,000 employed and 640,000 unemployed — an unemployment rate of 6.4 per cent. In October the work force was 9,982,000 with 9,406,000 employed and 576,000 unemployed — an unemployment rate of 5.8 per cent. In November 1974, the work force was 9,682,000 with 9,189,000 employed and 493,000 unemployed — an unemployment rate of 5.1 per cent.

The seasonally adjusted unemployment rate for Canada was 7.3 per cent in November, 7.2 per cent in October and 5.5 per cent in November, 1974.

On a provincial basis the unemployment rate, seasonally adjusted, increased to 13.5 per cent from 12.6 per cent in New Brunswick; to 9.2 per cent from 9.1 per cent in Quebec; to 6.0 per cent from 5.8 per cent in Ontario; and to 4.0 per cent from 3.5 per cent in Saskatchewan. It decreased to 18.1 per cent from 19.6 per cent in Newfoundland; to 8.4 per cent from 8.5 per cent in Nova Scotia; to 3.7 per cent from 4.0 per cent in Manitoba; to 2.9 per cent from 3.4 per cent in Alberta; and to 8.1 per cent from 8.6 per cent in British Columbia. Because of the small sample size in Prince Edward Island, Statistics Canada stated, estimates of unemployment are subject to wide error and are not published.

The adjusted unemployment level increased by 9,000 from October to 734,000 in November. It declined by 4,000 for persons 25 and over but increased 12,000 for those aged 14 to 24.

Consumer, November

The Consumer Price Index for Canada (1971 = 100) rose 0.9 per cent to 144.1 in November from 142.8 in October and was 10.4 per cent higher than in November 1974. The latest advance was mainly because of higher charges for housing and transportation, each of which accounted for one third of the overall increase. The food index increased 0.6 per cent and the index for all-items excluding food rose 1.0 per cent.

On a seasonally adjusted basis, the all-items CPI rose 0.9 per cent between October and November. This included a 0.8 per cent advance in the food index and a 1.0 per cent increase for all-items excluding food.

In November, the current annual rate of change in the CPI based on the seasonally adjusted movement since three months earlier, was 11.0 per cent, slightly higher than the previous month. The rise in the food index, 0.6 per cent, reflected higher prices for fresh vegetables, salmon, coffee and restaurant meals. Beef prices advanced 0.8 per cent and poultry 2.4 per cent while pork quotations on average, declined nearly 5 per cent after increasing steadily for six months. Fats and oil products continued to decline, reaching a level almost 2 per cent lower than in the same period a year ago. Sugar prices declined to a level nearly 47 per cent below that of November 1974.

Higher shelter costs for both owned and rented accommodation and higher prices in the transportation component, were responsible for most of the 1 per cent increase in the all-items index excluding food. Higher prices for fuel oil and gasoline in Ontario also contributed to this latest advance. Partially offsetting these increases were seasonally lower fares for both air and rail travel.

An increase of 1.9 per cent in the transportation component reflected higher prices for new cars which, on average, after adjustment for quality changes, were 3.4 per cent above the year-end model prices.

In terms of goods and services, the price level of goods increased 0.9 per cent between October and November, while prices for services rose 0.6 per cent in the same period.

City consumer, November

With the exception of Vancouver, where no overall change was recorded, consumer price indexes advanced in all regional cities between October and November. Food indexes rose in 12 cities, mainly because of higher prices for fresh vegetables, coffee, and restaurant meals. Other important contributors to the all-items advances included increased shelter charges for both owned and rented accommodation, higher new car prices and automobile repair labour rates, and in Ontario — increased gasoline and fuel oil prices.

Price movements ranged from an increase of 0.6 per cent in Québec City to 1.6 per cent in Winnipeg. In other cities the advance was: 0.7 per cent in St. John's; 0.7 per cent in Halifax; 0.7 per cent in Saint John; 0.9 per cent in Montreal; 0.9 per cent in Ottawa; 1.1 per cent in Toronto; 1.2 per cent in Thunder Bay; 1.2 per cent in Saskatoon; 1.2 per cent in Regina; 0.7 per cent in Edmonton and 0.9 per cent in Calgary. The increase from November 1974 to November 1975 was: 10.7 per cent in St. John's; 11.3 per cent in Halifax; 11.3 per cent in Saint John; 9.8 per cent in Québec City; 10.9 per cent in Montréal; 10.1 per cent in Ottawa; 9.8 per cent in Toronto; 10.9 per cent in Thunder Bay; 12.0 per cent in Winnipeg; 11.4 per cent in Saskatoon; 11.0 per cent in Regina; 10.7 per cent in Edmonton; 10.9 per cent in Calgary and 10.0 per cent in Vancouver.

Additions to the Library

LIST NO. 320

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

ACCIDENT PREVENTION

1. Canada. Department of Labour. Economics and Research Branch. Safety enforcement policies and practices in Canada. Ottawa, 1975. 102p. Titre en français: Politiques et pratiques relatives à l'exécution des mesures de sécurité au Canada.

ACCIDENTS

2. Canada. Treasury Board. Personnel Policy Branch. A guide to accident investigation for supervisors and managers, Public Service of Canada. Ottawa, Information Canada, 1975. 19, 21p. Titre en français: Guide des enquêtes sur les accidents...

COLLECTIVE BARGAINING

3. Bunker, Charles S. Collective bargaining: non-profit sector. Columbus, Ohio, Grid, 1973. 271p.

4. Garbarino, Joseph William. Faculty bargaining; change and conflict. A report prepared for the Carnegie Commission on Higher Education and the Ford Foundation,

by Joseph W. Garbarino, in association with Bill Aussieker. New York, McGraw-Hill, 1975. 278p.

CORPORATIONS

5. Conference Board. Canadian Office. Corporate planning in Canada: an overview, by G.T. Caldwell. Ottawa, 1975. 86p.

DISCRIMINATION IN EMPLOYMENT

6. Berwitz, Clement J. The job analysis approach to affirmative action. New York, Wiley, 1975. 327p.

ECONOMIC POLICY

7. Archer, Maurice. Canada's economic problems and policies. Toronto, Macmillan of Canada, 1975. 211p.

8. Conference Board. Answers to inflation and recession: economic policies for a modern society; a colloquium held April 8-9, 1975... Washington, D.C. Edited by Albert T. Sommers. New York, 1975. 154p.

9. Conference Board. The Free Society and planning: a conversation on the future of the mixed economy; transcript of a Conference Board meeting held at the Waldorf-Astoria, New York City, March 6, 1975. Edited by Albert T. Sommers. New York, 1975. 36p.

10. Friedman, Milton. There's no such thing as a free lunch. LaSalle, Ill., Open Court, 1975. 318p.

ECONOMICS

11. Lhomme, Jean. Pour une sociologie de la connaissance économique. Paris, Flammarion, 1974. 279p.

EMPLOYEE OWNERSHIP

12. Copeman, George Henry. Employee share ownership and industrial stability. London, Institute of Personnel Management, 1975. 204p.

EMPLOYEES — DISMISSAL

13. Jackson, Dudley. Unfair dismissal; how and why the law works. Cambridge, Eng., Cambridge University Press, 1975. 92p.

EMPLOYEES' BENEFIT PLANS

14. Ontario. Task Force on Employee Benefits under Part X of the Employment Standards Act. Report of the Task Force on Employee Benefits under Part X of the Employment Standards Act. (Formerly the Task Force on Section 4(1)(g) of the Ontario Human Rights Code.) Toronto, Ontario Ministry of Labour, 1975. 169p.

EMPLOYEES' REPRESENTATION IN MANAGEMENT

15. Macbeath, Innis. Power sharing in industry; a practical guide to employee participation in company operations. Foreword by Adrian Cadbury. Epping, Eng., Gower Press, 1975. 180p.

EMPLOYMENT MANAGEMENT

16. Kumar, Pradeep. Personnel management in Canada; a manpower profile. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975. 28p.

EQUAL PAY FOR EQUAL WORK

17. International Labour Office. Equal remuneration; summary of

reports on unratified conventions and on recommendations (Article 19 of the constitution. Third item on the agenda). Geneva, 1975. 61p.

18. International Labour Office. Committee of Experts on the Application of Conventions and Recommendations. General survey of the reports relating to the Equal remuneration convention (no. 100) and recommendation (no. 90), 1951; report... Geneva, 1975. 86p. Titre en français: Etude d'ensemble des rapports concernant la convention (no. 100) et la recommandation (no. 90) sur l'égalité de rémunération, 1951; rapport...

GRIEVANCE PROCEDURES

19. U.S. Bureau of Labor Statistics. Grievance and arbitration procedures in state and local agreements. Washington, G.P.O., 1975. 59p.

HOURS OF LABOUR

20. Evans, Archibald A. Hours of work in industrialized countries. Geneva, International Labour Office, 1975. 164p.

21. Fleuter, Douglas L. The workweek revolution: a guide to the changing workweek. Reading, Mass., Addison-Wesley, 1975. 167p.

INDUSTRIAL DISPUTES

22. Dumas, Evelyn. The bitter thirties in Quebec, by Evelyn Dumas; translated from the French by Arnold Bennett. Montreal, Black Rose Books, 1975. 151p.

23. Renshaw, Patrick. The General Strike. London, Eyre Methuen, 1975. 301p.

INDUSTRIAL HEALTH

24. Conference Board. Health-care issues for industry. Proceedings of a conference sponsored by the Conference Board in cooperation with Alcoa Foundation, the

Commonwealth Fund, and the Rockefeller Brothers Fund. Edited by Seymour Lusterman. New York, 1974. 98p.

INDUSTRIAL PSYCHOLOGY

25. Levinson, Harry. Les motivations de l'homme au travail. Traduit de l'américain. Paris, les Editions d'Organisation, 1974. 222p.

INDUSTRIAL RELATIONS

26. Dufty, Norman Francis. Changes in labour-management relations in the enterprise. Paris, OECD, 1975. 125p.

27. Joint Conference on Industrial Relations. 9th, Charlottetown, P.E.I., 1975. Ninth joint conference... Charlottetown, P.E.I., April 2, 1975. Conference theme: "Working together". Ottawa, Union-Management Service Branch, Canada Department of Labour, 1975. 95p.

28. Rehmus, Charles Martin. Public employment labor relations: an overview of eleven nations. Ann Arbor, Institute of Labor and Industrial Relations, University of Michigan-Wayne State University, 1975. 170p.

29. Worker militancy and its consequences, 1965-75; new directions in Western industrial relations. Edited by Solomon Barkin. New York, Praeger, 1975. 408p.

INVESTMENTS, FOREIGN

30. Caves, Richard Earl. Diversification, foreign investment, and scale in North American manufacturing industries. Ottawa, Information Canada, 1975. 76p. Titre en français: Diversification, investissement étranger et économies d'échelle dans l'industrie manufacturière nord-américaine.

JOB SECURITY

31. Malles, Paul. Employment

insecurity and industrial relations in the Canadian construction industry. Ottawa, Economic Council of Canada, 1975. 106p.

LABOUR HISTORY

32. Jordan, Mary Veronica. Survival: labour's trials and tribulations in Canada. Toronto, McDonald House, 1975. 292p.

LABOUR LAWS AND LEGISLATION

33. Etudes de droit du travail offertes à André Brun, Professeur honoraire de la Faculté de Droit de Lyon; Directeur honoraire de l'Institut d'Etudes du Travail et de la Sécurité sociale. Paris. Librairie Sociale et Economique, 1974. 622p.

34. Pointer, Dennis Dale. The National Labor Relations Act; a guidebook for health care facility administrators, by Dennis D. Pointer and Norman Metzger. New York, Spectrum Publications, distributed by Halsted Press, 1975. 272p.

35. Thomson, Andrew William John. The Industrial Relations Act; a review and analysis, by A.W.J. Thomson & S.R. Engleman. London, Martin Robertson, 1975. 184p.

LABOUR ORGANIZATION

36. Bentley, Philip. Trade unions in Australia. Bedford Park, Australia, Institute of Labour Studies, Flinders University of South Australia, 1974. 43p.

37. Bergeron, André. Lettre ouverte à un syndiqué. Paris, Albin Michel, 1975. 158p.

MANPOWER POLICY

38. Davis, Russell G. Education and employment; a future perspective of needs, policies, and programs, by Russell G. Davis and Gary M. Lewis. Lexington, Mass., Lexington Books, 1975. 166p.

NURSING

39. International Labour Office. Employment and conditions of work and life of nursing personnel. Seventh item on the agenda. Geneva, 1975. 108p. Titre en français: L'emploi et les conditions de travail et de vie du personnel infirmier.

PENSIONS

40. McDonald, Maurice Evan. Reciprocity among private multiemployer pension plans. Homewood, Ill., Published for the Pension Research Council, Wharton School, University of Pennsylvania by R.D. Irwin, 1975. 283p.

PRODUCTIVITY OF LABOUR

41. Ross, John P. Productivity in the local government sector, by John P. Ross and Jesse Burkhead. Lexington, Mass., Lexington Books, 1974. 170p.

SHOP STEWARDS

42. Topham, Tony. The organized worker. London, Hutchinson, in association with the Society of Industrial Tutors, 1975. 96p.

SOCIAL CONDITIONS

43. Socialization and values in Canadian society. Edited by Robert M. Pike and Elia Zureik. Toronto, McClelland and Stewart, 1975. 2v.

STATUS OF WOMEN

44. Tripp, Maggie, ed. Woman in the year 2000. New York, Arbor House, 1974. 302p.

UNEMPLOYMENT BENEFITS, SUPPLEMENTAL

45. Lister, Ruth. Supplementary benefit rights. London, Arrow Books, 1974. 128p.

WAGE DETERMINATION

46. Bellmare, Marcel. L'inflation et la négociation des salaires. Montréal, 1975. 39p.

WAGE DIFFERENTIALS

47. Marion, Gérald. Une analyse multivariée des disparités de salaires, par Gérald Marion, Robert Lacroix et Simon Latraverse. Québec, Direction générale de la recherche, Ministère du travail et main-d'œuvre. 1975. 204p.

WAGE PAYMENT SYSTEMS

48. Pencavel, John Harold. Work effort and alternative methods of remuneration. Princeton, N.J., Princeton University, Industrial Relations Section, 1975. 1 v.

WAGE POLICIES

49. Robinson, Derek. Solidaristic wage policy in Sweden. Report prepared after a multi-national study group visit, 9th-13th October 1972. Paris, O.E.D.C., 1974. 48p.

50. Wootton, Barbara Adam. Incomes policy: an inquest and a proposal. London, Davis-Poynter, 1974. 177p.

WAGE POLICIES — GOVERNMENT

51. Grayson, Charles Jackson. Confessions of a price controller, by C. Jackson Grayson, Jr., with Louis Neeb. Homewood, Ill., Dow Jones-Irwin, 1974. 265p.

WAGES AND HOURS — UNION INFLUENCE

52. Jackson, Dudley. Do trade unions cause inflation? Two studies: with a theoretical introduction and policy conclusion, by Dudley Jackson, H.A. Turner and Frank Wilkinson. 2d ed. with a new preface by H.A. Turner. Cambridge, Eng., Cambridge University Press, 1975. 128p.

WOMEN — EMPLOYMENT

53. Darling, Martha. The role of women in the economy, a summary based on ten national reports. Paris, OECD, 1975. 127p.

54. Great Britain. Department of Employment. Research and Planning Division. Women & work; a review. London, H.M.S.O., 1975. 63p.

55. Hunt, Audrey. Management attitudes and practices towards women at work: an employment policy survey carried out in 1973 by the Social Survey Division of the Office of Population Censuses and Surveys on behalf of the Department of Employment. London. H.M.S.O., 1975. 221p.

56. Rogalin, Wilma Clare Sivertsen. Women's guide to management positions, by Wilma C. Rogalin and Arthur R. Pell. New York, Simon and Schuster, 1975. 149p.

57. Stevenson, Mary Huff. Determinants of low wages for women workers. Ann Arbor, University Microfilms, 1975. 225p.

58. Women in Academia: evolving policies toward equal opportunities. Edited by Elga Wasserman, Arie Y. Lewin and Linda H. Bleiweis. New York, Praeger, 1975. 169p.

WORK

59. Swedish Employers' Confederation. Technical Department. Job reform in Sweden; conclusions from 500 shop floor projects. Translated and edited by David Jenkins. Stockholm, 1975. 131p.

WORKS COUNCILS

60. Malles, Paul. Co-determination: an international and Canadian perspective. Prepared for Labour Canada. Ottawa, Canadian Economic Services, 1975. 66p.

labour statistics

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)		
Week ended October 18, 1975		9,982	— 0.1	+ 2.9
Employed	October 1975	9,406	—	+ 1.5
Agriculture	" "	494	— 8.2	— 2.0
Non-agriculture	" "	8,912	+ 0.5	+ 1.7
Paid workers	" "	8,374	+ 0.4	+ 2.0
At work 35 hours or more	" "	3,641	— 50.8	— 50.6
At work less than 35 hours	" "	5,300	+ 246.4	+ 254.8
Employed but not at work	" "	466	— 2.1	+ 14.5
Unemployed	" "	576	— 1.7	+ 34.0
Atlantic	" "	73	+ 9.0	+ 30.4
Québec	" "	195	— 3.9	+ 30.9
Ontario	" "	179	— 2.2	+ 35.6
Prairies	" "	41	+ 7.9	+ 46.4
British Columbia	" "	88	— 6.4	+ 35.4
Without work and seeking work	" "	551	— 0.7	+ 34.1
On temporary layoff up to 30 days	" "	25	— 19.4	+ 31.6
INDUSTRIAL EMPLOYMENT (1961 = 100)†	July 1975	143.7	— 1.2	— 1.6
Manufacturing employment (1961 = 100)†	" "	126.6	— 2.8	— 6.7
IMMIGRATION	1st 6 mos. 1975	94,907	—	—
Destined to the labour force	" " "	42,301	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts	September 1975	254	— 7.3	+ 10.9
No. of workers involved	" "	84,856	— 25.0	+ 26.5
Duration in man days	" "	1,368,880	— 1.0	+ 90.6
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	July 1975	204.68	+ 0.8	+ 13.7
Average hourly earnings (mfg.)†	" "	5.07	—	+ 15.5
Average weekly hours paid (mfg.)†	" "	38.0	— 1.3	— 1.0
Consumer price index (1971 = 100)††	October 1975	142.8	+ 1.1	+ 10.6
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	July 1975	137.5	— 2.1	+ 3.9
Total labour income (millions of dollars)†	September 1975	7,641.6	+ 5.3	+ 12.6
INDUSTRIAL PRODUCTION†				
Total (average 1961 = 100)	September 1975	205.0	— 1.9	— 6.9
Manufacturing	" "	201.7	— 1.9	— 7.0
Durables	" "	235.3	— 1.8	— 7.9
Non-durables	" "	175.1	— 2.0	— 6.0
NEW RESIDENTIAL CONSTRUCTION**				
Starts	September 1975	18,864	—	+ 38
Completions	" "	16,129	—	— 18
Under construction	" "	137,401	—	— 14

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

††Effective with the index for August 1975, the Consumer Price Index has been converted from a 1961 = 100 to a 1971 = 100 time reference base.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-75

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Per Cent of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974					
August	120	241	73,157	858,910	0.47
September	95	229	67,085	718,070	0.45
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,220	0.34
May	103	251	107,628	680,950	0.38
June	93	263	62,494	839,410	0.48
July	92	273	115,192	1,299,840	0.69
August	82	274	113,053	1,381,930	0.79
September	56	254	84,856	1,368,880	0.79

*Preliminary.

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STRIKES AND LOCKOUTS, SEPTEMBER 1975

BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry	1	2	329	5,480
Mines	5	20	10,716	185,440
Manufacturing	35	140	47,907	780,210
Construction	1	20	4,318	76,330
Transpn. & utilities	3	21	9,584	127,960
Trade	3	17	5,496	94,830
Finance	—	1	190	3,990
Service	4	23	4,225	66,770
Public administration	4	10	2,091	27,870
All industries	56	254	84,856	1,368,880

STRIKES AND LOCKOUTS, SEPTEMBER 1975

BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	—	7	2,419	35,180
Prince Edward Island	—	1	75	150
Nova Scotia	3	11	4,590	71,560
New Brunswick	—	8	732	15,450
Quebec	22	92	29,281	381,090
Ontario	23	82	23,682	396,930
Manitoba	—	7	828	17,340
Saskatchewan	1	4	518	10,890
Alberta	1	9	1,357	22,840
British Columbia	5	24	20,430	402,950
Federal	1	9	944	14,500
All jurisdictions	56	254	84,856	1,368,880

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	Sept.	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
Forestry						
The E.B. Eddy Co. Ottawa, & Gatineau River, Quebec.	Carpenters Loc. 2817 (AFL-CIO/CLC)	250	5,250	11,500	July 28	Not reported —
Mines						
METAL						
Wabush Mines, Wabush, Nfld.	Steelworkers Loc. 6285 (AFL-CIO/CLC)	575	6,160	70,630	Mar. 28 Sept. 15	Wages — Return of workers —
Falconbridge Nickel Mines Ltd., Falconbridge, Ontario.	Mine, Mill and Smelters Workers Union Loc. 598 (Ind.)	3,500	75,000	102,500	Aug. 21	Wages, fringe benefits —
Griffith Mine, Bruce Lake, Ontario.	Steelworkers Loc. 7020 (AFL-CIO/CLC)	405	3,470	3,470	Sept. 19	Wages, fringe benefits —
Quebec Iron & Titanium Corp., Havre St-Pierre, Quebec.	Steelworkers Loc. 4466 (AFL-CIO/CLC)	425	2,980	2,980	Sept. 21	Wages, COLA clause —
MINERAL FUELS						
Cape Breton Development Corp., Lingan, Princess & 26 collieries, Sydney, N.S.	United Transportation Union Loc. 984 (AFL-CIO/CLC)	100	360	360	Sept. 19 Sept. 24	Lay-off and safety conditions — Terminated by mutual agreement
Cominco Ltd., (Fording Coal Operations), Elkford & Sparwood, B.C.	Steelworkers Loc. 7884 (AFL-CIO/CLC) CLC chartered local	1,080	3,900	3,900	Sept. 22 Sept. 27	Dismissal of one worker — Return of workers following ruling by B.C. Labour Relation Board —
NON-METAL						
Asbestos Corporation Ltd., Thetford Mines, Quebec	Fed'n of Metal Trades Unions (CNTU)	1,956	41,080	267,980	Mar. 18	Wages, COLA clause, working conditions —
Lake Asbestos of Quebec Ltd., Black Lake, Quebec	Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	11,030	71,950	Mar. 18	Wages, COLA clause, working conditions —
Bell Asbestos Mines Ltd. Thetford Mines, Quebec	Steelworkers Loc. 8026 and 7285 (AFL-CIO/CLC)	440	9,240	60,280	Mar. 18	Wages, COLA clause, working conditions —
Carey Canadian Mines Ltd., East Broughton, Quebec	Fed'n of Metal Trades Unions (CNTU)	370	7,770	50,690	Mar. 18	Wages, COLA clause, working conditions —
National Asbestos Mines Ltd., Thetford Mines, Quebec	Fed'n of Metal Trades Unions (CNTU)	170	3,570	23,290	Mar. 18	Wages, COLA clause, working conditions —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

INDUSTRY AND EMPLOYER INVOLVED 100 OR MORE WORKERS, 1980					Starting Date	
Industry			Duration in Man-Days		Termination Date	Major Issues
Employer	Union	Workers Involved	Sept.	Accumulated		
Location						Result
Canadian Salt Co., Windsor, Ontario	Auto Workers Loc. 195 and 240 (CLC)	323	6,780	34,880	Apr. 28	Not reported —
Aluminum Co. of Canada, St. Lawrence, Nfld.	Fed'n of Metal Trades Unions	400	8,400	32,000	June 9	Not reported —
Domtar Chemical Ltd. (Sifto Salt Div.), Goderich, Ontario	Chemical Workers Loc. 682 (AFL-CIO/CLC)	200	500	500	Sept. 9 Sept. 11	Suspension of 140 mine workers — Return of workers —
Manufacturing						
FOOD AND BEVERAGES						
General Foods Ltd., Lasalle, Quebec	Food and Allied Workers Loc. P-766 (AFL-CIO/CLC)	450	4,050	34,880	May 27 Sept. 15	Wages, fringe benefits — Terminated by mutual agreement —
B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,310	21,250	June 2	Wages —
Société Coop. avicole régionale St-Damase, St-Damase, Quebec	Commerce Fed'n (CNTU)	249	5,230	12,950	July 18	Wages, fringe benefits —
Weston Bakeries Ltd., Vancouver, B.C.	Bakery Workers Loc. 468 (AFL-CIO/CLC)	100	2,100	2,700	Aug. 22	Wages —
Coca-Cola Ltd., Hamilton, Ontario	Brewery Workers Loc. 381 (AFL-CIO/CLC)	140	140	140	Sept. 5 Sept. 8	Dissatisfaction with the progress of contract negotiations — Return of workers —
Park & Tilford, Vancouver, B.C.	Brewery Workers Loc. 300 (AFL-CIO/CLC)	110	1,320	1,320	Sept. 13	Wages, fringe benefits, other contract issues —
RUBBER						
Lawron Industries Ltd., American Wringer Div., Farnham, Quebec	Rubber Workers Loc. 602 (AFL-CIO/CLC)	130	2,730	7,540	July 10	Not reported —
LEATHER						
Dependable Shoe Mfg. Co., Montreal, Quebec	Food Workers Loc. L-102 (AFL-CIO/CLC)	136	2,860	13,070	May 15	Not reported —
TEXTILES						
Wabasso Ltd., Trois-Rivières, Quebec	United Textile Workers Loc. 322 (AFL-CIO/CLC)	1,000	21,430	104,280	May 8	Wages, fringe benefits —
Esmond Mills Ltd., Granby, Quebec	Féd. canadienne des travailleurs du textile (CSD)	450	9,450	19,800	July 30	Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Sept.	Accu- mulated	Termi- nation Date	
FURNITURE AND FIXTURES							
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)	350	7,350	15,750	July 29	Wages, incentive pay —	
PAPER							
Sonoco Products Ltd., Terrebonne, Quebec	Féd. des travailleurs des pâtes et papiers (CSN)	110	2,310	29,590	Sept. 9	Seniority, cost-of-living adjustment —	
Emballage Domtar Ltée, Montreal, Quebec	Chemical Workers Loc. 314 (AFL-CIO/CLC)	260	5,460	32,240	Apr. 7	COLA clause —	
Perkins Papers Ltd., Candiac, Quebec	Féd. des travailleurs des pâtes et papiers (CSN)	135	2,840	9,190	June 25	Not reported —	
Abitibi Paper Co. (Thunder Bay Mill), Thunder Bay, Ontario	Canadian Paperworkers Loc. 249 and 134 (CLC)	292	6,260	17,530	July 9	Union wants to bargain for all Abitibi mills —	
Abitibi Provincial Mill, Thunder Bay, Ontario	Canadian Paperworkers Loc. 239 (CLC)	400	8,570	23,720	July 10	Union wants to bargain for all Abitibi mills —	
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (AFL-CIO/CLC)	252	5,400	14,760	July 11	Union wants to bargain for all Abitibi mills —	
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)	380	8,140	22,250	July 11	Union wants to bargain for all Abitibi mills —	
Abitibi Paper Co. Ltd., Iroquois Falls, Ontario	Canadian Paperworkers Loc. 90 and 109 (CLC)	900	19,290	50,790	July 13	Union wants to bargain for all Abitibi mills —	
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,670	19,950	July 15	Union wants to bargain for all Abitibi mills —	
Abitibi Paper Co., Smooth Rock Falls, Ontario	Canadian Paperworkers Loc. 32 (CLC)	330	7,070	18,390	July 15	Wages, fringe benefits —	
Pulp & Paper Industrial Relations Bureau, various locations, B.C.	Pulp, Paper and Woodworkers (AFL-CIO/CLC) Canadian Paperworkers (CLC)	12,580	269,570	691,900	July 16	Wages —	
Abitibi Provincial Paper, Thorold, Ontario	Canadian Paperworkers Loc. 290 (CLC)	700	15,000	38,000	July 17	Wages, fringe benefits —	
Scott Paper Ltd., New Westminster, B.C.	Canadian Paperworkers Loc. 456 (CLC)	480	10,290	23,320	July 25	Wages, fringe benefits —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Sept.	Accu- mulated	Termi- nation Date	Result
Somerville Industries Ltd., London, Ontario	Chemical Workers Loc. 817 (AFL-CIO/CLC)	232	4,870	8,350	Aug. 10	Length of contract —	
Prince Albert Pulp Co. Ltd., Prince Albert, Saskatchewan	Canadian Paperworkers Loc. 1120 (CLC)	386	8,270	13,510	Aug. 13	Severance pay —	
Abitibi Paper Co., Beaupré, Quebec	Canadian Paperworkers Loc. 138 (CLC)	540	11,570	16,200	Aug. 20	Wages —	
Domtar Packaging Ltd., Etobicoke, Ontario	Chemical Workers Loc. 495 (AFL-CIO/CLC)	340	6,800	6,800	Sept. 2	Fringe benefits, other contract issues —	
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Canadian Paperworkers Union Loc. 39 and 257 (CLC)	1,400	23,000	23,000	Sept. 8	Wages, fringe benefits, other contract issues —	
Crown Zellerbach Canada Ltd., Richmond, B.C.	Canadian Paperworkers Union Loc. 433 (CLC)	485	8,250	8,250	Sept. 8	Wages, fringe benefits —	
Spruce Falls Power & Paper Co. Ltd., and Kimberley-Clark of Canada Ltd., Kapuskasing, Ontario	Canadian Paperworkers Union Loc. 89 and 256 (CLC) IBEW Loc. 1149 (AFL-CIO/CLC)	1,530	20,760	20,760	Sept. 12	Wages, length of new contract —	
Domtar Packaging Ltd., Red Rock, Ontario	Canadian Paperworkers Union Loc. 255 and 528 (CLC)	450	5,460	5,460	Sept. 13	Wages, other contract issues —	
The E.B. Eddy Co., Hull, Quebec	Various unions	900	8,680	8,680	Sept. 17	Wages, fringe benefits —	
The E.B. Eddy Co., Ottawa, Ontario	Various unions	600	5,790	5,790	Sept. 17	Wages, fringe benefits —	
Ontario Paper Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 84 and 101 (CLC) ILA Loc. 1477 (AFL-CIO/CLC) Canadian Operating Engineers Loc. 103 (CCU)	950	9,160	9,160	Sept. 17	Wages —	
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Union Loc. 212 (CLC)	1,135	10,130	10,130	Sept. 18	Wages, fringe benefits, other contract issues —	
Kimberley-Clark of Canada Ltd., St. Catharines, Ontario	Canadian Paperworkers Union Loc. 289 (CLC)	152	1,470	1,470	Sept. 18	Wages —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved		Accu- mulated	Termi- nation Date	Major Issues
Location	Union		Sept.			Result
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 192 (CLC)	192	1,710	1,710	Sept. 18	Wages —
Cie. Gaspesia, Chandler, Quebec	Canadian Paperworkers Union Loc. 455 and 858 (CLC)	525	2,810	2,810	Sept. 23	Wages, fringe benefits —
La Cie Price Ltée, Kenogami, Quebec	Canadian Paperworkers Union Loc. 50 (CLC)	350	1,750	1,750	Sept. 24	Wages, fringe benefits —
PRINTING AND PUBLISHING						
Imprimerie Montreal- Magog Printing, Magog, Quebec	Printing and Graphic Loc. 41 (AFL-CIO/CLC)	152	3,190	17,320	Apr. 21	Not reported —
Douze (12) Co. d'imprimeries, Québec, Québec	Syndicat national d'imprimerie de Québec (CSN)	260	520	20,540	May 13 Sept.4	Not reported — Return of workers —
PRIMARY METALS						
Emco Limited, London, Ontario	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	5,570	29,170	Apr. 24	Wages, fringe benefits —
Quebec Iron & Titanium Corp., Tracy, Quebec	Fed. of Metal Trades Unions (CNTU)	930	19,530	79,050	June 1	Not reported —
Steel Co. of Canada, Edmonton, Alberta	Steelworkers Loc. 5220 (AFL-CIO/CLC)	500	4,820	4,820	Sept. 17	Length of new contract —
Haley Industries Ltd., Haley Station, Ontario	Steelworkers Loc. 4820 (AFL-CIO/CLC)	214	2,030	2,030	Sept. 18	Wages, fringe benefits, other contract issues —
METAL FABRICATING						
Quebec Wires, Trois-Rivières, Quebec	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,630	25,020	Dec.16/74	Employees locked out, wages for females —
Greening Donald Ltd., Hamilton, Ontario	Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	3,360	14,240	May 26	Wages —
Robb Engineering Works Ltd., Amherst, N.S.	Steelworkers Loc. 4122 (AFL-CIO/CLC)	170	3,230	10,710	June 28 Sept. 29	Wages, other contract issues — Return of workers with intervention of provincial mediator —
Waltec Industries Ltd., Cambridge, Ontario	Steelworkers Loc. 4045 (AFL-CIO/CLC)	114	460	5,250	July 2 Sept. 8	Wages, COLA clause — Return of workers —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					Sept.	Accumulated	Termination Date	
	Robert Mitchell Co. Ltd., Ville St-Laurent, Quebec		Sheet Metal Workers Loc. 116 (AFL-CIO/CLC)	463	9,720	16,200	Aug. 12	Wages —
	Croname Donald Limited, Waterloo, Quebec		Steelworkers Loc. 5207 (AFL-CIO/CLC)	105	2,210	3,730	Aug. 15	Wages, fringe benefits —
	Abex Industries of Canada Ltd., Niagara Falls, Ontario		Chemical Workers Loc. 175 (AFL-CIO/CLC)	125	2,630	4,010	Aug. 15	Wages —
	Kawneer Co. Canada Ltd., Scarborough and Downsview, Ontario		Structural Iron Workers Loc. 757 (AFL-CIO/CLC)	200	4,000	4,000	Sept. 3	Fringe benefits, other contract issues —
	Vic Metal Corporation, Victoriaville, Quebec		Fed. of Metal Trades Unions (CNTU)	139	1,390	1,390	Sept. 16	Wages, fringe benefits —
	Ideal Builder's Hardware Ltd., LaSalle, Quebec		Carpenters Loc. 2533 (AFL-CIO/CLC)	207	210	210	Sept. 30	Wages —
MACHINERY								
	Farr Company Limited, Ville de Laval (Mtrl), Quebec		CNTU	100	2,100	11,900	Apr. 14	Not reported —
	Orenstein & Koppel Canada Ltd., Dundas, Ontario		Machinists Loc. 1740 (AFL-CIO/CLC)	143	3,000	11,510	June 9	Management rights —
	Canadian Blower & Forge Co., Kitchener, Ont.		Steelworkers Loc. 3534 (AFL-CIO/CLC)	255	5,360	19,770	June 13	Wages, fringe benefits — Terminated by mutual agreement —
	Canadian Ingersoll Rand Co., Sherbrooke, Quebec		Steelworkers Loc. 6670 (AFL-CIO/CLC)	577	1,150	5,770	Aug. 20 Sept. 4	Wages — Terminated by mutual agreement —
	Dominion Engineering Works Ltd., Lachine, Quebec		Pattern Makers' League of North America (AFL-CIO/CLC)	1,433	3,200	3,200	Sept. 14	Wages —
TRANSPORTATION EQUIPMENT								
	Hawker Siddeley Canada Ltd., Thunder Bay, Ontario		UAW Loc. 1075 (CLC)	533	2,130	35,980	June 2 Sept. 8	Wage, fringe benefits — Wage increases —
	De Havilland Aircraft of Canada Ltd., Downsview, Ontario		UAW Loc. 112 (CLC)	1,691	35,510	44,810	Aug. 22	Wages, COLA clause —
	Davie Shipbuilding Ltd., Lauzon, Quebec		Fed. of Metal Trades Unions (CNTU)	2,200	2,200	11,000	Aug. 26 Sept. 3	Lack of safety, after the death of a worker — Workers accepted management's guarantees about job safety —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues Result
					Sept.	Accu- mulated	Termi- nation Date	
	Heatex, LaSalle, Quebec		Fed. of Metal Trades Unions (CNTU)	300	4,200	4,200	Sept. 11	Wages —
ELECTRICAL PRODUCTS								
	Gould Manufacturing of Canada Ltd., Fort Erie, Ontario		Steelworkers Loc. 5049 (AFL-CIO/CLC)	120	2,520	3,480	Aug. 20	Wages —
	Phillips Cables Ltd., Brockville, Ontario		IUE Loc. 510 (AFL-CIO/CLC)	553	11,850	12,400	Aug. 29	Wages and appropriate dates for application of COLA —
NON-METALLIC MINERAL PRODUCTS								
	Can-Force Products Ltd., Edmonton, Alberta		Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,100	5,600	July 12	Wages —
	Canada Cement Lafarge Ltd., Fort Whyte, Man.		Cement Workers Loc. 274 (AFL-CIO/CLC)	100	2,140	4,280	Aug. 2	Wages, fringe benefits —
	Canada Cement Lafarge Ltd., Woodstock, Bath, Toronto, Ontario		Cement Workers Loc. 368, 219 and 377 (AFL-CIO/CLC)	224	4,700	8,960	Aug. 2	Wages, fringe benefits — Terminated by mutual agreement —
	Canada Cement Lafarge Co. Ltd., Exshaw, Alberta		Cement Workers Loc. 331 (AFL-CIO/CLC)	120	2,570	3,860	Aug. 17	Wages —
CHEMICAL PRODUCTS								
	Electric Reduction Co. of Canada, Long Harbour, Nfld.		Steelworkers Loc. 7428 (AFL-CIO/CLC)	387	5,420	32,510	May 23 Sept. 22	Wages, safety conditions — Return of workers —
	Gulf Oil Canada Limited, Shawinigan, Quebec		Fed. of Metal Trades Unions (CNTU)	325	4,410	25,540	June 2 Sept. 20	Not reported — Return of workers —
	Brockville Chemicals Ltd., Maitland, Ontario		Chemical Workers Loc. 721 (AFL-CIO/CLC)	155	3,260	6,520	July 31	Wages, length of contract —
	T.C.F. of Canada Ltd., Cornwall, Ontario		Textile Workers' Union of America Loc. 1332 (AFL-CIO/CLC)	280	2,400	2,400	Sept. 19	Wages, fringe benefits —
	Canadian Industries Ltd., Sudbury, Ontario		Steelworkers Loc. 6350 (AFL-CIO/CLC)	100	430	430	Sept. 25	Wages, fringe benefits —
MISCELLANEOUS MFRG.								
	C.C.M. Cho-Wood Products Ltd., St-Jean, Quebec		Woodworkers Loc. 78 (AFL-CIO/CLC)	285	5,990	18,250	July 2	Wages, seniority, other contract issues —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					Sept.	Accu- mulated	Termi- nation Date	
Construction								
Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Sheet Metal Workers Loc. 511 (AFL-CIO/CLC)	450	9,450	47,700	May 1	Wages — Return of workers —		
Stephens Construction and 9 other sites, Sydney, Nova Scotia	Painters Loc. 1945 (AFL-CIO/CLC)	161	2,740	13,870	May 26 Sept. 25	Wages, other contract issues — Terminated by mutual agreement —		
Various mechanical contractors in the Niagara Peninsula	Sheet Metal Workers Union Loc. 537 (AFL-CIO/CLC)	200	4,200	15,800	June 9	Wages —		
Alta. Construction Labour Relations Ass'n, Edmonton, Alberta	Painters Loc. 1016 (AFL-CIO/CLC)	300	6,300	23,400	June 11	Wages —		
N.S. Construction Management Labour Bureau, Cape Breton, N.S.	Laborers Loc. 1115 (AFL-CIO/CLC)	120	2,520	9,240	June 12	In support of contract demands —		
Nfld. Construction Labor Relations Ass'n, Province Wide, Nfld.	Plumbers (AFL-CIO/CLC)	1,000	14,000	67,000	June 17 Sept. 22	Not reported — Return of workers —		
Architectural Glass & Metal Contractors Association, Willowdale, Ontario	Painters Loc. 1819 (AFL-CIO/CLC)	275	5,780	20,080	June 17	Wages, fringe benefits —		
Alta. Construction Labour Relations Assoc., Edmonton, Alberta	Asbestos Workers Loc. 110 (AFL-CIO/CLC)	200	4,200	14,400	June 19	Wages, fringe benefits —		
Can-Atom Mon Max, Glace Bay, N.S.	Laborers Loc. 1115 (AFL-CIO/CLC)	162	3,400	9,880	July 7	Wages, fringe benefits —		
Heavy Construction Ass'n of Windsor Windsor, Ontario	Int. Operating Engineers Loc. 793 (AFL-CIO/CLC)	300	6,300	16,500	July 14	Wages —		
Niagara Structural Steel Co. Ltd., Douglas Point, Ontario	Int. Operating Engineers Loc. 793 (AFL-CIO/CLC)	125	2,630	5,260	July 31	Protesting manning of equipment —		
St-Paul Construction Ltée, Granby, Que.	National Fed. of Building and Woodworkers (CNTU)	175	3,330	6,830	Aug. 4 Sept. 29	Wages, fringe benefits — Return of workers —		
Lorneville Area Bargaining Authority, Point Lepreau, N.B.	Laborers, other Trade Unions	300	6,300	6,450	Aug. 14	Jurisdictional dispute — Return of workers —		
Desourdy-Duranceau (Olympic Site), Montreal, Quebec	Intern. Operating Engineers (AFL-CIO/CLC)	300	150	150	Sept. 30 Sept. 30	Security measures — Return of workers —		

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		Sept.	Accu- mulated		Result
Transportation & Utilities						
TRANSPORTATION						
London Transportation Commission, London, Ontario	Transit Union Loc. 741 (AFL-CIO/CLC)	300	4,930	4,930	Sept. 8	Wages, fringe benefits —
City of Kitchener, Kitchener, Ontario	Railway Transport and General Workers Loc. 304 (CLC)	214	3,360	3,360	Sept. 9	Wages, fringe benefits —
Commission de transport de la communauté urbaine de Montréal, Montréal, Québec	Féd'n des employés de services publics (CSN)	2,150	19,200	19,200	Sept. 18 Sept. 29	Wages —
COMMUNICATION						
Télémétropole Inc. (CFTM), Montreal, Quebec	Public Employees (CLC)	320	5,710	31,210	May 12 Sept. 26	Wages — Agreement reached —
Telephone du Nord du Québec Inc., Val d'Or, Quebec	Communication Workers Loc. 11 (CLC)	365	7,820	17,460	July 26	Wages —
Maritime Telegraph & Telephone Co. Ltd., various locations, N.S.	IBEW Loc. 1030 (AFL-CIO/CLC)	1,918	41,100	73,300	Aug. 8	Wages, fringe benefits —
POWER, GAS, WATER						
Transport Labour Relations, various locations, B.C.	Teamsters Loc. 21, 213 & 351 (Ind.)	250	5,250	12,750	July 21	Gas companies protesting union refusal to bargain —
Trade						
Les propriétaires de garage de Rimouski, (10 Co.), Rimouski, Que.	Syndicat national des employés de garage de Rimouski Inc. (CSN)	200	4,200	5,200	Aug. 25	Wages, fringe benefits —
B.C. Food Industry Labour Relation Council Vancouver and Victoria areas, B.C.	Food Workers Loc. 212 (AFL-CIO/CLC)	700	14,700	16,100	Aug. 28	Wages —
B.C. Food Industry Labour Relation Council Vancouver and Victoria areas, B.C.	Retail Clerks Loc. 1518 (AFL-CIO/CLC)	3,600	66,000	66,000	Sept. 5	Wages —
N.S. Liquor Commission, Province Wide, N.S.	Various Unions	632	2,630	2,630	Sept. 24	Wage, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, SEPTEMBER, 1975 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				Sept.	Accumulated	Termination Date	
Location							Result
Finance							
INSURANCE & REAL ESTATE							
Les Prévoyants du Canada, Montréal, Qué.	Commerce Fed'n (CNTU)		190	3,990	20,140	Apr. 22	Wages —
Service							
HEALTH & WELFARE							
Flin Flon General Hospital, Flin Flon, Manitoba	Retail Clerks Loc. 832 (AFL-CIO/CLC)		130	2,790	9,390	June 20	Wages, other contract issues —
PERSONAL							
Cimetière Côte des Neiges, Montréal, Qué.	Service Employees Loc. 298 (AFL-CIO/CLC)		200	400	3,400	Aug. 11 Sept. 3	Wages, COLA clause — Return of workers —
Miscellaneous							
Plate Glass Industry Ass'n of Quebec, Province wide, Que.	Painters Loc. 1135 (AFL-CIO/CLC)		3,200	51,200	51,200	Sept. 9	COLA clause —
Public Administration							
FEDERAL							
Atomic Energy of Canada Ltd., Ottawa & South March, Ontario	Oil, Chemical & Atomic Workers Loc. 1541 (AFL-CIO/CLC)		240	3,600	7,890	Aug. 7 Sept. 22	Wages, vacation, length of contract, job classification Return of workers —
PROVINCIAL							
Nova Scotia Power Corp., various locations, N.S.	IBEW Loc. 1928 (AFL-CIO/CLC)		1,253	12,530	12,530	Sept. 10	Wage, fringe benefits —
LOCAL							
Ville de Ste-Foy, Ste-Foy, Quebec.	Féd. des employés municipaux et scolaires de Québec (Ind.)		170	3,570	13,600	June 9	Not reported —
City of Kelowna, Kelowna, B.C.	Public Employees Loc. 338 (CLC)		300	6,000	6,000	Sept. 3	Wages, job evaluation —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

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Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price \$1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price \$1.75. Information Canada, Cat. No. L34-23/1975.

Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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**International women's year
and Canada's working women**

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 2, February 1976

NEWS BRIEFS

- | | | |
|---|---|--|
| <p>62 UNIONS</p> <ul style="list-style-type: none">• Anti-union trend• QFL wins construction vote• Britain <p>63 STRIKES</p> <ul style="list-style-type: none">• Teachers jailed• Voluntary arbitration• Japan's longest strike <p>64 THE ECONOMY</p> <ul style="list-style-type: none">• Slower growth• Service industries grow• Employment data | <p>65 INDUSTRIAL DEMOCRACY</p> <ul style="list-style-type: none">• "People power"• European labour split <p>66 HEALTH AND SAFETY</p> <ul style="list-style-type: none">• Ontario construction law: prosecutions up fivefold• Need stricter controls• Costs of alcoholism <p>66 WORKMEN'S COMPENSATION</p> <ul style="list-style-type: none">• Higher employer premiums | <p>67 WAGES</p> <ul style="list-style-type: none">• Incentive plan successful <p>67 MULTINATIONALS</p> <ul style="list-style-type: none">• CIC demands "watchdog"• ILO study <p>68 RETIREMENT</p> <ul style="list-style-type: none">• Earlier retirement• Easier retirement• Inflation safeguards |
|---|---|--|

FEATURES

- 69 **International women's year: Part 2 — women in the workplace** by Sharleen Bannon
- 75 **Labour-government relations in B.C.** by John Clarke
- 81 **Why unions oppose mandatory wage curbs** by Ed Finn
- 85 **New directions for Québec labour?** by Pierre J. G. Vennat
- 87 **The QFL — a paper tiger?** by Gerard Kreeft
- 90 **Educated unemployment in developing countries** by George Sanderson
- 95 **Labour legislation in Canada, 1975 — Part 1B: emergency legislation** by Nicole Marchand

DEPARTMENTS

- 97 FORUM
- | | | |
|---|--|--|
| • CLC and Chamber
both oppose guidelines | • Anti-inflation guidelines
termed "moderate" | • Employment and unemployment
are both increasing in Canada |
| | | • Degrees of unemployment |
- 100 BOOKS
- **Chavez and the Farm Workers** by Ronald B. Taylor
— reviewed by John Bank
- 102 FIFTY YEARS AGO
- | | | |
|---------------|------------------|-----------------------|
| • food prices | • profit sharing | • trade union college |
|---------------|------------------|-----------------------|
- 103 PRICES AND EMPLOYMENT
- 104 ADDITIONS TO THE LIBRARY
- 108 LABOUR STATISTICS

NEWS BRIEFS

UNIONS

Anti-union trend

A majority of Canadians — 67 per cent — believe there are “too many troublemakers and agitators among union leaders” according to a recent survey by the Canadian Institute of Public Opinion.

It's interesting to note that among those in union households, 60 per cent felt this way, compared with 71 per cent among those with non-union ties.

Only 50 per cent of all respondents expressed this view in a 1966 survey, up from 41 per cent just over two decades ago.

A question on responsibility for the recent postal strike supports this apparent anti-union trend: 24 per cent of respondents blamed the government, while 66 per cent felt the union was responsible.

Another survey by the Canadian Institute of Public Opinion found that 34 per cent of Canadians believe union power is on the decline while 31 per cent think unions will grow stronger.

The views of those living in labour-union households were found to be similar to the national outlook.

Eight years ago, 53 per cent predicted growing union power against 19 per cent who foresaw a decline in union strength.

QFL wins construction vote

The Québec Federation of Labour has won the right to bargain exclusively for the 150,000 organized construction workers in Québec.

The QFL won a close, 50.5 per cent victory in the first province-wide vote under new legislation, defeating the rival Confederation of National Trade Unions.

The legislation, adopted by the 1975 session of the Québec National Assembly after a royal commission inquiry into the construction industry in the province, required that the winning organization have the votes of more than 50 per cent of all the construction workers, not just of those who participated in the voting. However the ballots were weighted according to the total number of hours worked in construction by the voter in 1974.

Of the 93,000 workers who voted in the November elections, 70 per cent chose the QFL, 23 per cent the CNTU, 5 per cent the Centrale des syndicats démocratiques and 1 per cent opted for a splinter group, the Syndicats de la construction de la Côte Nord.

That means that the QFL garnered the votes of only 44 per cent of all 150,000 construction workers in the province, because about 39 per cent did not vote. The CNTU had 14 per cent of all the workers, the CSD 3 and the SCN less than 1 per cent. However, when the ballots were weighted for experience, the QFL came up with 50.5 per cent, barely enough to win bargaining rights.

Before the voting, the provincial government had turned down a QFL request that only a majority of those who voted be required.

Guy Dumoulin, executive director of the QFL's building trades council, said those who voted were “real construction workers” while those who didn't were mostly “occasional” construction workers or people who had left the industry.

The 150,000 names on the voting list included anyone who had worked even one hour on construction. About 50,000 had worked fewer than 100 hours in the industry in 1974.

The voting procedure was an adaptation of one recommended in May 1975 by the Cliche royal commission after its investigation of the industry. The commission was established after an outbreak of violence resulted in millions of dollars worth of property damage at the James Bay hydro project in March, 1974.

In order to try to end the bitter eight-year feud between the QFL and the CNTU, the commission had recommended a requirement that any new contract be approved by 75 per cent of all construction workers. This would have had the effect of forcing the two labour organizations to bargain jointly.

Instead, the government adopted the requirement that the organization negotiating for the workers win the ballots of 50 per cent of all the workers in a representation vote. It also rejected a Cliche recommendation that the unions lose their power over hiring halls.

The votes were tallied in the Montreal headquarters of the Québec Construction Office. The QFL and the CNTU each had 28 scrutineers at the counting, the CSD 14 and the SCN one, a lawyer. There were six security guards in the counting room and 12 more in the building.

The rivalry between the two labour bodies for supremacy on construction sites dates back to 1968 when the CNTU represented a majority of construction workers in the province. Since then, the QFL has won the allegiance of more and more workers during annual “raiding periods” provided for under provincial legislation.

Gordon Barthos, labour reporter for the *Montreal Gazette*, said the vote “may well mark the bitter end” of a decade of rivalry for control of manpower on building sites. He adds: “Unfortunately, the vote that confirmed the QFL’s legitimate claim to represent most building trades workers may also have sounded the death-knell for the right of the QFL’s opponents to join a rival trade union.”

Barthos says the QFL is “virtually assured a monopoly on available jobs” because it represents most skilled workers — plumbers, electricians, heavy machinery operators — while the CNTU’s members are mostly unskilled workers.

Britain

A shop stewards’ committee at Britain’s Lucas Aerospace company’s factory in Hemel Hempstead has given the company’s management some advice that may be saving the jobs of 167 union members.

In July, the company said it intended

to stop producing industrial ballscrews — which are used as shafts in fast-moving machinery — and eliminate the jobs.

But the 90-member shop stewards’ committee said the jobs could be saved by improved management. It said industrial ballscrews, which are sold to outside customers, don’t need the complex and detailed testing and checking given to aircraft ballscrews. Without the testing, the industrial ballscrews could be produced faster and sold at a lower price. The committee also urged more efforts to explore new markets for the product, and moving the sales office, which was in Coventry, closer to the factory in Hemel Hempstead.

The company has dropped its plans to make the jobs redundant, is increasing production of industrial ballscrews, and is meeting with a union committee to discuss changes in work practices and some voluntary redundancies to which the unions have agreed.

This is seen as the first visible indication of success for the stewards committee, elected by the 14,000 workers in the Lucas Aerospace division to fight redundancies by putting forward alternative proposals.

STRIKES

Teachers jailed

A judge in New Haven, Connecticut, ordered 78 teachers imprisoned overnight for taking part in an illegal strike. He also jailed 12 leaders of the teachers’ union for longer terms.

Superior Court Judge George A. Saden told the teachers: “What

some of you ladies and gentlemen don’t understand is that you have placed yourself in the category of being lawbreakers.

The teachers were imprisoned overnight on November 18, 1975 after 800 of the city’s 1,200 teachers had been on strike for more than a week to support contract demands. The strike did not close the schools.

Voluntary arbitration

A poll of 1,038 Canadian adults found 71 per cent of them in favour of the idea of management and labour agreeing to voluntary arbitration for at least a year before a strike could be called. The poll was taken by the Canadian Institute of Public Opinion (the Gallup Poll) in October, 1975.

The people polled were asked: “Some people believe that the right to strike has outlived its usefulness, and that before any strike is permitted, both management and labour should agree to a voluntary arbitration decision for at least a year. Do you favour or oppose such a plan?”

The Gallup Poll reports that the proportion favouring voluntary arbitration has dropped from 78 per cent in 1972, with most of the decrease among people under 30.

Lockouts were not mentioned in the poll, which was published in several Canadian newspapers, including the *Toronto Star*.

Japan’s longest strike

The longest strike in Japanese history ended December 2 — after just eight days. The walkout by 860,000 public employees disrupted

rail, mail and telecommunications services.

Union leaders said they called it off two days earlier than planned — because of the suffering of the people. The strike was called to support demands for restoration of the legal right of public employees to strike.

THE ECONOMY

Slower growth

The Economic Council of Canada, in its *Twelfth Annual Review*, anticipates a decline in the potential growth rate of the Canadian economy in the next decade.

The review says a slower growth of the labour force, reflecting a lower birth rate, and sluggishness in productivity gains will result in an annual growth rate of about 4 per cent, down from an average of from 5 to 5.5 per cent during the 1960s and 1970s. The analysis, of course, assumes no change in present policies and programs.

The ECC also says this slower annual growth rate would help stabilize unemployment at about 3.5 per cent by 1985, and that there could be a tightness in the labour market by the mid-1980s. According to the Council, there may be no expansion at all in the population of working age in three of the five regions of Canada and in the other two — Ontario and British Columbia — the expansion would be 2 to 3 per cent a year.

The ECC believes it will be difficult for the country to avoid a serious balance-of-payments problem. The average deficit in the balance of Canada's current account with the

rest of the world is likely to rise to 3 per cent of the gross national product by the early 1980s — three times the average level of the 1960s.

The Council anticipates a slowdown in exports because of a projected deceleration of growth in foreign economies, the recent "deterioration" of the competitive position of Canadian industry, and a gradual decrease in Canadian oil shipments. Yet while the share of exports in the GNP is expected to decline, the share of imports is likely to remain relatively stable.

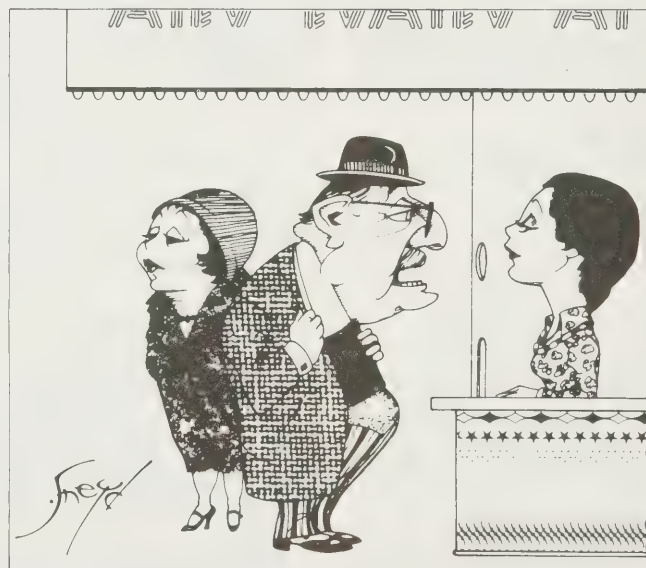
The review notes substantial investments will be needed until the early 1980s to improve the country's productive capacity. It suggests that Canada devote an average of 25 per cent of its resources to savings and investment, including provisions for "some catching-up, to modernize and expand productivity capacity."

To finance this investment, however, reliance on foreign investors would likely be even greater than in the past, perhaps reaching more than 16

per cent of total investment requirements.

The ECC also anticipates difficulties in the budget position of the public sector, which has almost doubled its share of the GNP since 1950. The review observes that if this share is not to increase further, governments will have to agree to limit their spending.

The projections were made before the federal government introduced its anti-inflation program, but the review says its perceptions of the problems confronting the economy "are clearly much the same as those that led to this decision." The review observes that it would be inadvisable to implement policies aimed at restraining demand in order to fight inflation "since such measures will increase the level of unemployment substantially." It adds: "It is increasingly apparent that measures other than the traditional demand management policies will be required to confine the inflation rate within acceptable boundaries if employment growth is to be



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"Is it about the economy?"

maintained.” And it says production costs will need to be moderated if a better price performance is to be achieved.

Service industries grow

The Financial Times news service says recession and inflation seem to be speeding up a process that is turning Canada into a post-industrial society dominated by a huge service sector and a growing government sector.

When Canada “emerged from recession” in 1971 about 62 per cent of the labour force was in the service sector, about 28 per cent in secondary industry — which includes manufacturing and construction — and 9 per cent in the primary industries — agriculture, forestry, fishing and mining.

“But now, the service sector employs more than 65 per cent of the 9.3 million Canadians who have paid jobs; secondary industry employs 27 per cent, and primary industries 7.6 per cent,” the report observes. “During the economic slump, goods-producing industries suffered the most, and now provide only 20.8 per cent of Canadian jobs compared with more than 22 per cent a year ago.”

The report says this structural trend towards the service economy has defied several government measures: “In his tenure as finance minister, John Turner reduced rates of corporate taxation for manufacturing profits and put a surtax on the service sector.”

Employment Data

A presidential commission is to be appointed to find ways to improve employment and unemployment

data in the United States, according to *The Christian Science Monitor*.

The unemployment rate has become one of the most important indicators of how the economy is performing, but many economists, statisticians, policy makers and their critics complain that the present data are not adequate for the uses to which they are put. The level of unemployment serves as a basis for many decisions, up to and including whether or not to stimulate the economy through tax reductions or other means.

For a variety of reasons, however, the monthly unemployment figures give misleading indications. In December 1974, for example, the rise in unemployment reported was much smaller than actually occurred. Then, from December to January, the rate increased by a full percentage point. Officials at the Bureau of Labor Statistics blamed the unusual timing of when the surveys were taken for those two months.

In May 1974, when the reported unemployment hit 9.2 per cent, and in June, when it dropped to 8.6 per cent, Julius Shiskin, the commissioner of labor statistics, warned in advance that seasonal adjustment techniques would distort the figures for the two months. The figures are based on a survey of 46,000 households but, of course, the sample for subgroups, such as black teen-agers, is much smaller and figures based on it are more apt to be wrong.

The last comprehensive look at the employment statistics was by a presidential commission in 1962. *The Christian Science Monitor* says the appointment of the new commission is being purposely delayed so that it won't complete its study until early in 1977, thus keeping any of its recommendations from becoming issues in this year's presidential election.

INDUSTRIAL DEMOCRACY

“People power”

About 160 Québec businessmen spent a day examining industrial democracy as a means of averting threatened increases in both government intervention and escalating union demands. They did not reach a consensus, but they did learn that workers want to become more involved in decision-making.

“If employers don't contribute actively to perfecting the workplace and society, they'll open the way to 'people power' and strong governments, whose known methods aren't attractive to either businessmen or citizens of democratic countries,” was the way the conference theme was expressed by Claude Dessureault, president and general director of Canadian Industries Limited.

The December 9 conference was organized by Le Centre des dirigeants d'entreprise, an association of 400 firms in the province.

European labour split

European labour centrals are split in their views on worker representation on company boards, according to a report in *The New York Times*.

Brussels correspondent Paul Kemezis says some form of worker participation in company decision-making has been introduced in eight countries — West Germany, Sweden, the Netherlands, Luxembourg, Norway, Switzerland, Austria and Denmark.

But he says many labour leaders in five other countries — Belgium, France, Italy, Britain and Ireland

are still hesitant to support the concept. "Their hesitancy is shared by management, which fears that bringing worker representation into the board room would prevent companies from making tough business decisions," Kemezis writes.

He adds, however, that debates on the merits of the system are continuing in France, Ireland and Britain "where the governments plan to make an initial proposal soon for worker participation arrangements."

He says also that while Britain's Trades Union Congress endorsed a proposal for an immediate 50-per-cent representation of workers on corporate boards, "some key leaders are still opposed to the idea."

Kemezis adds: "In both France and Britain, observers believe it will take many years before the bulk of labour and management leaders drop the familiar confrontation approach and agree on a compromise for board room co-operation."

HEALTH AND SAFETY

Ontario construction law: prosecutions up fivefold

Prosecutions and fines under the Ontario Construction Safety Act increased dramatically in the first half of 1975 over the corresponding period of 1974.

Prosecutions were up fivefold to 500 from 96 and fines tripled to \$119,740 from \$41,235. The fines included a \$5,000 penalty, the highest to date under the Act, imposed on a contractor for failing to install snoring in a trench in which a

workman was buried alive. And, for the first time under the Act, a jail sentence was imposed on a contractor for failing to ground a portable electric drill effectively. The drill electrocuted a workman.

The Act, which came into force on August 1, 1973, combined previous construction safety legislation into one statute, and transferred responsibility for inspection and enforcement from the municipalities to the province.

Need stricter controls

A provincial inquiry into health standards in Québec's asbestos industry was told there is no treatment for asbestos-related diseases suffered by employees who have worked in the industry for 15 years or more.

"At that point you can't stop the disease; there is no cure," Dr. Philippe Landry, a specialist in pulmonary disease, told the inquiry committee.

In a December 10 appearance, he testified about his experience as a doctor for a Montreal plant that processes asbestos fibres into pipes and other building materials. But he was ordered by Judge Rene Beaudry, the inquiry chairman, not to name the company.

Dr. Landry said that 152 of the 454 workers he examined at the plant received compensation from the Workmen's Compensation Board after suffering from asbestos-related diseases such as asbestosis.

He called for stricter health controls in the industry, a stand also taken by the Industrial Medical Association of Québec, which represents 150 industrial doctors.

The Association recommended a

norm of two asbestos fibres per cubic centimetre of air, regular medical examinations for employees, and more research into diseases related to asbestos.

But the Québec Asbestos Mining Association, which represents five producers, opposed setting an absolute limit, recommending instead "that a standard be observed wherever it is technically possible in the plant, and that a standard be reached elsewhere with the possible alternative of wearing a mask or applying any other supplementary security measures."

Costs of alcoholism

Alcoholism among its employees is costing the Toronto Transit Commission between \$3.2 and \$3.9 million a year in sick pay, overtime and production losses, according to a report from a joint union-management committee.

The committee recommended a \$540,000-a-year program to combat employee alcoholism, and estimated the cost of alcoholism to all industry at 25 per cent of the annual wages of each problem employee.

WORKMEN'S COMPENSATION

Higher employer premiums

Employer premiums to the Ontario Workmen's Compensation Board are expected to rise by an average 35 per cent in 1976.

Michael Starr, the board's chairman, told a standing committee of the Ontario legislature that rising costs have made it necessary for the

board to "recalculate" premium rates.

"Employers are currently being advised of rate increases averaging around 35 per cent for 1976, and of the prospect of further increases in subsequent years," Starr said. In 1975 they had risen only 6 per cent and in 1974 about 10 per cent. The 1975 average premium was about \$1.50 per \$100 of payroll.

Starr said higher benefits legislated in July, and the board's intention to strengthen its reserves — which had been hard hit by inflation — made the increased premiums necessary.

WAGES

Incentive plan successful

The 2,369 employees of Lincoln Electric Co., a manufacturer of arc welders and electrodes in Cleveland, Ohio, received a record bonus of \$27.5 million in December under an incentive plan the firm inaugurated in 1934 when its workers asked for higher wages.

Instead of giving them an increase, the firm adopted a plan that combines piecework with a merit rating based both on quantity and quality of production. The rating also takes into consideration "dependability — how well employees handle responsibility" — co-operation, and the ideas they contribute to production.

Every employee on the payroll before October 31 got part of the 1975 bonus. It was the fourth consecutive year in which the bonus, which is not guaranteed to the workers, was paid.

"It's all part of an effort to produce better products faster," explained Richard Sabo, Lincoln Electric's manager of publicity and educational services. "They receive what they have earned during the year. All are merit-rated, and they know their rating. Once they get the percentage, they pretty well can figure out what they're getting individually."

MULTINATIONALS

CIC demands "watchdog"

The Committee for an Independent Canada wants government inspectors "with wide powers of examination and investigation" assigned permanently to major multinational corporations operating in Canada to ensure that they act as good corporate citizens.

The CIC made its request in a

November 5 appearance before the Royal Commission on Corporate Concentration. It also proposed that:

- all foreign subsidiaries operating in Canada be required to make at least 10 per cent of their common stock available to Canadian investors;
- Petro-Canada take over one major integrated oil company to ensure competition;
- a registered employee stock ownership plan be instituted to encourage employee ownership of shares in the company for which they work, at no extra cost to the employee.

The CIC said the oil companies "should never be forgiven for the manner in which true figures on oil reserves were concealed from the National Energy Board to ensure the continued export of oil to the United States in the late 1960s and early 1970s."



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"At least we don't have to worry about living on a fixed income."

ILO study

The International Labour Organization's study of multinational enterprises may answer some of the questions their domestic competitors, unions, and governments, are asking about them. Above all, it may indicate whether international social policy principles and guidelines for multinationals would be feasible or useful.

The basic question the study seeks to answer was posed by ILO director-general Francis Blanchard who asked business leaders: "Do the multinationals 'behave badly' by bringing from their home country management systems and labour relations which do not fit into the situation in the host countries? If this is so can they be encouraged to act as 'good citizens' through the development of an international code of conduct?"

Thirty-page questionnaires have been sent to headquarters of 11 European multinationals operating in the metal trades sectors, as well as to the governments, employer organizations and labour organizations in those countries. Plans are also under way to extend the metal trades inquiry to multinationals based in the U.S. and to conduct a similar inquiry of multinationals in petroleum production and refining.

The metal trades inquiry deals with employment and training; wages and basic conditions of work; and labour relations. The companies involved are Siemens and AEG in West Germany, Renault and Pechiney in France, BLMC and Metal Box in Britain, Fiat in Italy, Philips in the Netherlands, SKF and L.M. Ericsson in Sweden and Brown Boveri in Switzerland.

that the government wants to give people time to adjust.

The new legislation would lower the pension age from 67 to 65 and introduce a flexibility that would enable Swedes to postpone retirement to age 70 or to advance their pension-time to start at 60, but at reduced levels. They would be allowed the option of working part-time, at their own pace, and of collecting reduced pensions until full retirement.


Inflation safeguards

Actuarial firms are welcoming recent changes in federal regulations to permit future inflation to be recognized in the operation and funding of pension plans.

Where the formula for determining the final payout on retirement includes final year's earnings by the employee, companies now will be allowed to invest tax-deductible funds in the plan on the basis of projected increases in earnings due to inflation.

Previously, companies were permitted to project the final year's salary — and hence the amount of tax-deductible money to be invested — only on the basis of productivity increase and promotions.

While the criteria for projecting final-year salary may now include inflation adjustments, the annual percentage increases in salary projected for inflation must be at least one percentage point below the expected rate of investment return on the pension plan.

The Canadian Press news agency quotes William M. Mercer Ltd., a Toronto actuarial firm, as saying the change is long overdue: "The only surprise is that this obvious need could be ignored for so long." 

Easier retirement

The Swedish government intends to make retirement easier and more gradual for older workers, with proposed legislation that is expected to get easy passage through Parliament and become law by this summer.

Swedes would be offered the chance to taper off work gradually between the ages of 60 and 70, combining part-time work with partial pensions.

An increasing proportion of the Swedish population is over 65. Life expectancy for women in Sweden is 76 and for men, 72. The idea of the government plan is to permit workers to move into retirement, slowly.

"A sudden switch from working life to full retirement can be detrimental to many workers," says Kenneth Brathall, a legal adviser in the ministry of social affairs. He explains

RETIREMENT

Earlier retirement

French unions appear to be winning, at least in part, their long struggle to have the normal retirement age for men lowered from 65 to 60. The legislation is expected to be introduced in the French Parliament within four months, and the law would take full effect in 1980.

This would give France, alongside Italy, the lowest retirement age in Western Europe, and would increase pressure for other governments to take similar action.

The French government, however, may confine the lower age to manual workers, and bring it into effect over a five-year period. The unions, who see earlier retirement as a partial solution to unemployment, want it introduced sooner.

International women's year

Part 2: Women in the workplace

by Sharleen Bannon

1975 will be remembered as a year when the status of Canadian women was recorded, defined, and denounced, with a zeal that fuelled fires first lit with the publication of the Royal Commission on the Status of Women report in 1970.

Women in the public service and in the professions, women in trade unions and in management, women in "female job ghettos," women in "non-traditional" jobs, and women working in the home — the traditional housewife — all were examined. The issues were vocalized, the demands made, and the challenges to find solutions issued with renewed vehemence.

In 1975, the government pledged anew to hasten "an end to discrimination in all aspects of life," to create "an awareness among Canadian women of career opportunities open to them," and to promote "an increase in the number of women in positions of prominence in government, business, and industry."

Women responded to these promises with both a skepticism based on bitter experience and a flood of sometimes conflicting reports, studies, allegations, denunciations, and statistics. They all had at least one thing in common, however — they exposed the enormity of the hurdles facing women seeking equality with men in the workplace.

The plight of the government's

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female employees was not overlooked. The government was challenged to "put its own house in order." Five years ago, in the wake of the royal commission report and the Archibald report on "sex and the public service" the government promised to promote women within government ranks on the same basis as their male counterparts.

Midyear reports in 1975 by the Public Service Commission and the federal advisory council on the status of women, agreed that female public servants are more likely to find themselves working in clerical "female job ghettos" than before the Public Service Commission established its office of equal opportunities for women in 1971.

In addition, some female members of the federal government's employee union, the Public Service Alliance of Canada, felt the union hadn't been concerned enough with their plight. In November, they called an Ottawa conference on "union action to end sexual discrimination in the federal public service" and demanded that the PSAC executive "fulfill its responsibility to its female members by taking a leading role in ending sexual discrimination in the federal service."

PSAC president, Claude Edwards, told the meeting that resolutions on women's issues must be formally presented in the form of resolutions at the Alliance's annual national convention in order for them to form part of the PSAC's platform.

Edwards told the women that the only resolution at the PSAC's last convention that pertained to the status of women merely endorsed the government's equal opportunities program for public servants. He challenged the 200-or-so female PSAC activists to urge their fellow alliance members to make a better showing on behalf of women at the upcoming national convention in May. They are unlikely to disappoint him.

Obviously, many women in the federal public service feel they haven't been receiving the "equal opportunities" promised them. However, in his last major address of 1975 in conjunction with international women's year, Marc Lalonde, minister responsible for the status of women, announced special measures aimed at rectifying this situation. (LG, January, p. 20).

The target date for launching this five-year plan of renewed effort by the government is March 31, this year. Its success or failure is likely to be significant because the federal government, with about 50,000 women employees, is a highly visible barometer of the overall status of Canadian working women.

In 1975, female federal government employees seemed to be throwing the government's own equal opportunities slogan — "It's Up to You" — back at the government as a demand and a challenge.

Last year's publicity on the status of female public servants in Ontario and Québec showed that women in the provincial public services were as badly off as their federal counterparts.

In Ontario, at least two thirds of the women in the provincial public service would have to change their jobs if women were to be equitably distributed in all job and salary categories, according to Ethel McLellan, executive co-ordinator of women's programs for Ontario. Her year-end report for 1975 concluded that aside from a few "individual breakthroughs," where women moved into traditionally male occupations, Ontario's ministry-by-ministry analysis shows the vast majority of women are in low-paying dead-end clerical occupations.

The plight of the government's female employees was not overlooked

The status of women in Ontario's public service was shown to be comparable to its federal counterpart — women and men tend to be concentrated in separate but unequal job areas. According to McLellan's report, the average woman public servant in Ontario earns \$9,778 compared with \$13,654 earned by men. Perhaps an even more significant statistic is that 45 per cent of the female public servants earn less than \$9,000 a year compared with 6 per cent of men.

The condition of Québec's female public servants was painted as being equally dismal by Lorette Robillard, president of the Québec Council on the Status of Women. Nevertheless, she has praised the government for its recent revision of the provincial human rights charter prohibiting discrimination in such areas as salaries and job opportunities. It will also guarantee a woman's right to petition the provincial government and receive social assistance.

Legislation to help eliminate discriminatory practices in the workplace was among the federal government's pledges for international women's year. The major piece of legislation to this end tabled in 1975 — the human rights bill — came in for some harsh criticism and, as a result, was withdrawn to allow revisions to be made.

Feminists pointed out that although the legislation would outlaw different wages being paid to male and female employees performing the same job for the same employer, it failed to ensure that women would receive "equal pay for work of equal value."

"Value" in this case means measuring the level of skill and responsibility required to perform a job. Those concerned with ensuring that women achieve true equality with men in the workplace point out that because women perform certain tasks almost exclusively, they often get less pay than men doing work of similar importance requiring the same qualifications and skills. A common example is that grocery store checkout clerks generally are women, who are usually paid less than stockroom clerks, most of whom are men. Women's rights advocates argue that the federal human rights legislation as initially proposed, would do little to eliminate such practices.



DON'T WAIT TO GIVE HER A GOLD WATCH. A SIMPLE LITTLE PIN WILL DO.

Because this simple little pin says a lot.

It says you know that the women who work within your organization are part of a vital life force.

It says you appreciate the talent, the devotion, and the loyalty of your women employees.

It says you recognize that the United Nations has officially proclaimed 1975 as International Women's Year.

And it says that you and your company are doing what you can to make the world better for women...and men.

To order the U.N. women's pin for your employees, write to:
U.N. WE BELIEVE
33 East 43rd Street
New York, New York 10017

Isn't it time you pinned a little hope on the women of the world?



A U.S. advertisement in support of women's year

Similar complaints were levelled against the measures for enforcing the anti-discrimination provisions of the legislation. The penalties for infringement were called "too tame" and the onus of proof on a complainant, considered "prohibitive."

Although Canadian working women are anxious to have their rights protected by law, they have also indicated that they want effective, enforceable, legislation.

Another piece of federal legislation affecting working women that raised the ire of many feminists

was the anti-inflation program announced in October. The timing of the announcement obviously had nothing to do with international women's year, but the coincidence no doubt contributed to feminists' close scrutiny of the implications of the legislation for women.

Feminists generally opposed the legislation on the grounds that the wage controls would widen the salary gap between men and women because women tend to be among the low wage earners restricted to the lower wage increases permitted under the guidelines.

Lalonde and other government spokesmen, soon after the guidelines were announced, hastened to assure women that an employer can apply for an increase higher than that prescribed by the guidelines if the increase helps eliminate sex discrimination in pay.

Perhaps in an effort to set an example in this area, the government's initial wage offer to the lowest level of its clerical employees — the majority of whom are female — was 3 per cent above the maximum recommended by the guidelines. This action may also be an indication that the government's international women's year pledges to working women in general and to its own female employees in particular, will be put into practice. Women's rights advocates fervently hope private sector employers will follow this example.

Another work-related milestone of 1975 was the taking to task of insurance companies for their often inequitable treatment of women, by longtime champion of women's rights, Sylva Gelber, who headed the federal Labour Department's Women's Bureau.

She challenged them to prove that Canadian women are sick more often than men — one of the

premises many use in charging women higher insurance premiums and paying them inequitable pensions and benefits. Gelber charged that much of the data used by insurance companies in Canada are based on findings in the United States. She pointed out that province-wide medical care programs pay for most health expenses in Canada. The higher rates charged Canadian women are often based on the claim rate calculated in the U.S., where private insurance companies rather than state-run insurance plans pay most claims. If her contentions are proved true, insurance companies, and in turn employers, will be hard pressed to justify that women employees deserve inequitable treatment in this area.

Some feminists in the federal government's employee union have decided their voice should carry influence in proportion to their numbers

Another issue relating to working women that received attention during international women's year was the status of women in unions. As mentioned earlier, some feminists in the federal government's employee union have decided their voice should carry influence in proportion to their numbers. Women in the Canadian Union of Public Employees — Canada's largest union, with about 200,000 members — feel the same. So does the union's leadership.

A booklet published by CUPE's education department entitled *The New Status of Women in CUPE* assesses the progress made by its female members, and the challenges ahead of them. It notes that 40 per cent of its members are female, and

since the Royal Commission on the Status of Women Report was published, women have been playing a much more active role in the union at all levels.

The report notes that women head 28 per cent of CUPE locals; in 1974, 42 locals with a majority of male members had a female president. However, this same report said "women are grossly under-represented among CUPE field staff and technicians. CUPE must reach out with special training programs to encourage women to apply for and succeed in these jobs."

CUPE, along with most other groups and individuals concerned about the status of women in the workplace, points out that employers are usually successful in avoiding the intent of equal pay for equal work legislation and tend to channel women into the lower-paying jobs.

The union, however, notes some success in its efforts to ensure implementation of the elusive "equal pay for work of equal value" rule. One example is that in most provinces, hospital orderlies covered by CUPE contracts are no longer automatically paid more than trained nursing assistants. CUPE points out that it was union pressure and the militancy of women workers that helped achieve this progress.

CUPE's efforts to negotiate day care facilities for its members have met with less success, however. Apart from a few notable exceptions, only a handful of contracts contain day care provisions. To date, even organized pressure for day care has fallen on deaf ears and remains one of the major goals of large numbers of working women.

Despite its achievements on behalf of its women members, CUPE has adopted a realistic slogan that could serve as a general description of

the status of women in the work-force—"There's so much to be done."

A particularly well-documented case in point is the plight of some overworked and underpaid waitresses in Montreal. By working as a waitress herself, *Montreal Star* reporter Sheila Arnopoulos conveyed to her readers the drudgery, meanness and financial deprivation typical of working conditions imposed on many waitresses. This article provided one of the year's best-documented and well-publicized exposés of loopholes in minimum wage and working conditions regulations. It also illustrated that many low-paid employees depend heavily on the good faith and integrity of employers for a fair deal in the workplace.

Female university professors, community college teachers, and journalists showed that they too suffer a variety of inequities in the workplace. A study undertaken for the Council of Ontario Universities concluded that not only are there far fewer women than men teaching on a full-time basis in Ontario universities, but their average salaries are 25 per cent lower than the average salaries for men with

the same qualifications and responsibilities. Studies published in 1975 by the Canadian Federation of University Women and Statistics Canada came to similar conclusions.

A report on the status of women teachers and support staff in Ontario's community colleges shows that women tend to study in the fields of general arts, health, and business. Relatively few take technical courses.

This comes as no surprise to observers of the labour force who long have known that a more equitable representation of males and females in each occupational category would stem from the same representation in educational institutions. This part of the problem, raised anew in 1975, remains a challenge to both women entering educational institutions and to the institutions themselves.

Journalists are another occupational group with some dissatisfied members. Last August, a meeting of the Association of Education in Journalism, held in Ottawa, was told that although women make up about a quarter of the staff of Canadian newspapers, few become

Women in management also seem to be victims of a "corporate double standard"

chief editors. The conference was told that editors also tend to assign women to cover social welfare issues, fashion, and religion, while men predominate in reporting on sports, politics, business, labour, travel, and courts. Studies showed that female journalists also tend to earn less than their male colleagues.

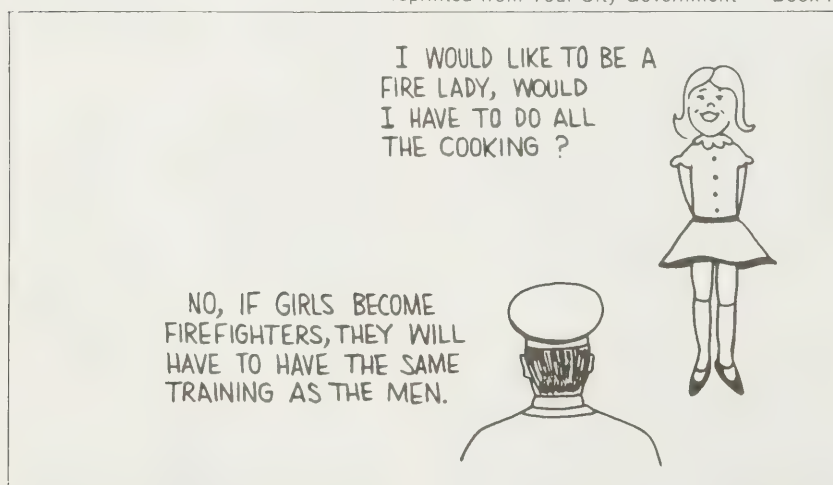
Women in the relatively low-paid clerical and service jobs aren't alone in their fight for equal pay and equal access to promotion. Women in management also seem to be victims of a "corporate double standard."

A survey, published in 1975, of 1,500 managers who subscribe to the *Harvard Business Review* revealed that the majority thought that women rather than men should request child-care leave. The same survey showed that managers would make more of an effort to retain a male manager than a female of equal qualifications and value to a company. The respondents also tended to feel that women would be less successful than men in combining a career with family responsibilities.

Needless to say, research findings quoted by feminists refute the validity of such opinions. This is little consolation, however, when those in a position to hire, promote, and determine salaries make it difficult for women to achieve parity with men in the workplace.

Even female executives, envied by many still buried in "female job ghettos," seem to be having problems. A Toronto furniture dealer

reprinted from Your City Government — Book II



The City of Phoenix

Some children's books are attempting to break down job-related sex stereotyping.



"I personally feel that International Women's Year has been a huge success — not once was I considered a sex object."

Cartoonists often choose to ridicule international women's year.

quoted last September by the Canadian Press news agency said a male boss is more likely to give an elegant office to his private secretary than to a woman executive.

The same article quotes a young male executive with a glass and chrome office in the 54-storey Toronto Dominion Tower admitting that his female assistant didn't get her fair share of the money spent on office decor. He said: "I had the budget, so I spent it all on my space." Though these examples may seem frivolous, they give an insight into the mentality of some male managers.

Richard Worzel, a research analyst for a Toronto investment dealer, in an article on the status of women in management published in the *Financial Post* last October, concluded that "we are not close to equality and are not likely to achieve it in the near or even mid-future."

On a more positive note, he predicts that women will become "more militant about pushing for more compensation, recognition, and status... Then there are action groups that will put pressure on companies to change the ways in which they do business. It would be a mistake to assume that such groups are ineffective..."

Many women seem to want the opportunity to enter... jobs that involve heavy physical work

These sentiments seem to be in accord with only the most optimistic assessments of the situation. A more pessimistic view, based on surveys, is expressed by Montreal economist, Dian Cohen, in a report prepared for the International Women's Year Secretariat. She concluded that

women professionals such as lawyers, judges, and notaries tend to earn less than their male counterparts. Even more significant is the trend she detected for males to earn more than their female counterparts in predominantly female occupations such as dietitian, librarian, bank teller, and cashier.

She said that even if laws and policies discriminating against women in the labour force are eliminated, the battle for equality will not be over until entrenched myths and attitudes limiting women's potential are eliminated.

In addition to publishing pessimistic articles on such trends, newspapers and magazines in 1975 also abounded with success stories about women who have "made it in a man's world." Female miners, construction workers, and lumberjacks headed the list, along with highly-paid female professionals and executives who claimed to work with male colleagues in an atmosphere of peaceful co-existence and equality.

A study by the British Columbia Employers' Council concluded, however, that the trickle of women entering jobs that involve heavy physical work does not indicate a growing trend. The same study reveals that neither the women workers nor their employers sampled in the survey tended to think most women capable of doing many blue-collar jobs as well as men.

Nevertheless, many women seem to want the opportunity to enter such fields, and receptive employers seem to be a major factor in attracting female applicants to non-traditional blue-collar jobs. The federal labour department plans to launch a program to ensure that women rather than employers decide who applies for jobs.

At perhaps the opposite end of the pole to the female "hard hat" is the traditional homemaker-wife-mother who does not work outside the home or earn a commercial wage. Her role did not escape examination during international women's year.

A report entitled "The Economic Value of a Housewife" published by the U.S. Social Security Department's office of research and statistics, estimates that the value of housework done by an average young U.S. housewife is as much as \$7,500 a year. This figure was calculated by estimating commercial rates charged for services such as child care, housecleaning, cooking, dishwashing, and laundry. Such reports no doubt helped reinforce homemakers self-worth

during international women's year. More significantly, they tended to reinforce demands by some feminists that housewives be included in government pension plans and insurance schemes.

Newspapers also carried articles by governments, feminists, and social scientists, on how to fairly recompense a housewife for her contributions to society and how to best encourage men to share responsibilities for home and family.

An interesting though incidental comment on this question was provided in a series of articles by Mike McGrady — excerpted from his book, *The Kitchen Sink Papers* — carried in several Canadian newspapers. McGrady recounted his experiences as a "house husband" who tended the home and children while his wife worked full time to support them. While no doubt interesting reading to many, because of the male role reversal, it also served perhaps to underline that the concept of a "house husband," considered desirable by many social scientists and feminists, is still a novelty in our society.


Also during international women's year, at least two major books on the status of working women were published: *To See Ourselves*, sponsored by the International Womens' Year Secretariat, and *Women at Work — Ontario 1850-1930*, a collective effort by Canadian Women's Educational Press, Toronto. Both are substantial new contributions to Canadian literature on women in the workplace which supplement Labour Canada's

annual publication of *Women in the Labour Force — facts and figures*.

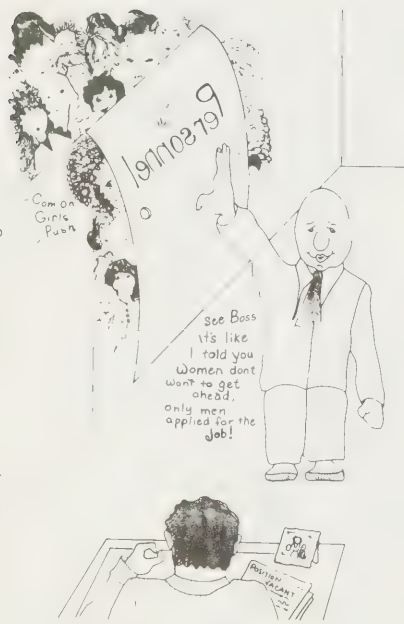
The information these new books contain, provides in one case, a somewhat depressing and anger-inspiring description of the plight of the majority of our grandmothers and great-grandmothers forced to earn their own living. The other work — *To See Ourselves* — shows a sometimes more depressing portrait of contemporary women in all areas of the labour force who still have "a long way to go" in order to achieve their rightful status in society and in the labour force.

It is impossible to determine for certain whether or not the studies, comments, amendments to legislation, and widespread interest in — and concern with — defining and improving the status of Canadian women in the workplace would have happened in 1975 if it had not been designated international women's year. Perhaps it really doesn't matter.

It is certain, however, that employers, governments, and individuals of both sexes — for whatever reasons — were made aware as perhaps never before, that women want equal access to the full range of occupations, pay, promotions, and fringe benefits available in the workplace.

Only positive action by governments, employers, and others, to help women achieve equality will eventually determine the significance of the energies expended by feminists and researchers in 1975. 

Sharon Pratt, reprinted from the PSAC Argus-Journal



Labour – government relations in B.C.

Election aftermath

by John Clarke

In the fall of 1970 the late Pat O'Neal, one of the architects of the new Canadian Paperworkers Union and a former secretary of the B.C. Federation of Labour, said labour had no future as a partner of the New Democratic Party. And he called for the formation of a new party to represent the trade union movement.

O'Neal had been at the founding convention of the NDP in 1962 and he shared the aspirations of everyone there that a new progressive political movement would gain the broad-based support that had always eluded the CCF. But in 1970 he said he was forced to the conclusion that the alliance had not worked out because, as he put it, the NDP wasn't doing the job labour expected it to do.

To the notion that the NDP was labour's political arm, he reported sourly: "Any political party representing labour has to have more than an arm. It has to have the head and heart to think of the needs and aspirations of labour. The NDP has good legislators and excellent candidates but there are insufficient good people elected to the NDP to do the job that is required."

O'Neal was speaking when the NDP was in opposition in B.C. He might have changed the slant of his remarks had he been around when the NDP lost the general election

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of December 11 after three years in office. But his perception of the basic difficulty in the labour-NDP alliance has been amply vindicated by the NDP's first term in B.C.

The NDP does not represent labour in the legislature. It never has, and if the point needed to be proved, it was well and truly made by ex-Premier Dave Barrett's anti-strike legislation of October 7 sending 50,000 workers back to their jobs in the forest, food and transportation industries, something the Social Credit administration of former premier W.A.C. Bennett never contemplated in 20 years of power. (See *Imperatives beyond the bargaining table*, p. 78).

The election of the new Socreds...has not materially altered labour's isolation from active politics

The elder Bennett tried to impose similar strike-ending legislation but never of the magnitude of the Barrett bill, which was so breath-

taking in its sweep that the B.C. Federation of Labour later accused the former premier of acting "in a frenzy of political opportunism."

The election of the new Socreds under the elder Bennett's son, Bill, has not materially altered labour's isolation from active politics. Labour's relations with Barrett could not have been worse, despite attempts to characterize its differences with him as family squabbles. The point is that labour is as alienated from the NDP as it is from the Socreds. So the Socreds should not feel unduly concerned about labour's reaction to their election.

The October crisis on the B.C. labour scene may indeed have contributed to Barrett's downfall. There's some evidence that the labour vote deserted his party in some key areas, particularly in the urban centres. And even though the NDP maintained labour support elsewhere, the evidence of the breakdown in the labour-NDP alliance is so overwhelming that the only fair conclusion is that the NDP doesn't want to represent the trade unions in the legislature and that the trade unions have accepted the fact.

Here is what the legislative committee of the B.C. Federation of Labour said at its convention in November, before the election was called: "On October 7 the

government, in a frenzy of political opportunism brutally abrogated the rights of all working people by passing the Collective Bargaining Continuation Act. This act has set back the hundred-year struggle of working men and women for the right to refuse to work for inadequate wages by withholding their labour. Through years of anti-working-class governments, acting in collusion with rapacious employers, ordinary men and women have struggled together initially through mutual protective associations, later through modern unions, to gain some strength and leverage against the capitalistic economic system. The crux of the strength of working people has traditionally been the right as a group to refuse to work. This act directly removes this right... and places in jeopardy the right of all (other) workers to strike.

The NDP does not represent labour in the legislature

"No other government in Canada has yielded so quickly and transparently to the cries of the open mouth radio moderators for action to subjugate 'big labour'. Even the affected employers and their councils sat back in amazement as Premier Barrett and (Labour Minister) Bill King condemned workers to resume working under contracts negotiated one to two years ago. In a moment of supreme hypocrisy Bill King castigated Beryl Plumptre for her interference in collective bargaining and then proceeded to intervene in the most blatant overzealous manner...

"Your committee believes the public and uninformed union members should not be fooled into believing that this act will secure industrial

peace. History has shown that in the long run repressive legislation will not be tolerated. This act is a betrayal of all workers who have actively supported the NDP and the CCF before it and of those people who supported this government in the 1972 election."

After the election was called for December 11 the federation quickly closed ranks and decided to support the NDP. But the fact that it had to decide whether or not to support the NDP, together with the accusations of political opportunism and betrayal, served only to underline the separation that has taken place between the two. The anti-strike legislation was only the culmination of a long series of differences between them.

Yet the Labour Code, enacted during the NDP's term, is one of the most progressive documents of its kind in Canada. The most important single section of the code is the one establishing the first full-time, fully independent labour relations board in recent B.C. history.

Until the NDP came along, the provincial board was made up of part-timers operating under the chairmanship of the deputy labour minister. Whether justified or not, labour could always point to that connection in accusing the board of reflecting more than a genuine desire to resolve problems between labour and management or the jurisdictional difficulties between unions themselves.

Now that the NDP is out of office, labour is worried about what the Socreds will do with labour legislation. Premier Bennett has been quietly advised to leave the basic concepts of the NDP's legislation in place. In general, management will be happy enough to continue operating under them, primarily because the new labour

The anti-strike legislation was only the culmination of a long series of differences

relations board is beginning to develop a body of labour opinion which is, in effect, becoming labour law. Its decisions are setting precedents that act as guidelines or rules for the conduct of collective bargaining and labour-management relations in general.

Labour would prefer to remain under the umbrella of the Code, primarily because it's afraid the Socreds might come down harder on the unions if they tried to write their own code. Even so, the B.C. Federation of Labour has never been completely happy with the NDP's labour legislation. It particularly doesn't like those sections that enshrine:

- the right of workers to refuse to join a union on religious grounds;
- the authority of the labour relations board to impose a first contract where unions and employers, bargaining under a new certificate, can't reach agreement;
- the board's authority to force unions into joint councils for bargaining purposes where a splintered jurisdiction would not be in the interests of good collective bargaining;
- controls against mid-contract strikes when technological disputes arise;
- restrictions against information on organizational picketing.

The federation tried to get the NDP to deal with those objections but the party refused to budge. Barrett

and his cabinet had retained for themselves the exclusive right to write the legislation, which they did in the context of their belief in the general public interest. So while the NDP may have had a different perception of the way to deal with labour, it did not differ from Social Credit in its belief that the government is responsible to the public in general rather than to any vested interest that supports it.

Those sections of the Code to which the federation objects, cut across well-established trade union policy. While the board, in general, is a better labour relations instrument than any before it, those objections represent the gulf between the federation and the NDP. By rejecting the federation's appeals for changes, the NDP government was saying government represents the public interest; the public interest is not always in concert with labour's interests, and where they conflict, the public interest must prevail.

That attitude was very much at odds with O'Neal's view that the NDP had to be the head and heart, as well as the arm of labour in the political arena. The NDP now, even after a term as government, is the same party to which he objected. His solution then was a new party for labour, which he knew as well as anybody was not possible in the real world.

What the NDP's first term as government has proved is the alienation of the trade union movement from direct political action. It has no party to rely on to achieve its political objectives. It got into the alliance with the NDP because it believed some of the social objectives it sought at the bargaining table could be better gained through political action. The

financial gains of collective bargaining, for instance, could be wiped out by inflation, high mortgage and interest rates, uncontrolled medical costs, wild land speculation and so on. Only a government with labour's interest at heart could produce the kind of legislation that would protect gains made at the bargaining table. And if labour's social goals could not be met by legislation, at least ability to achieve some of them through bargaining could be improved with the right kind of labour legislation.

Now that its political option has, in effect, been removed by the NDP's

Now that its political option has, in effect, been removed by the NDP's determination not to be labour's arm, the trade union movement in B.C. will have to seek new ways of dealing with its problems

determination, in or out of office, not to be labour's arm, the trade union movement in B.C. will have to seek new ways of dealing with its problems. It can do so only through collective bargaining. And that could mean more difficult collective bargaining.

To protect themselves against the erosion of contract gains, the unions probably will concentrate more heavily in future on social clauses — better medicare and denticare provisions, pension plans that will keep pace with inflation, much better working conditions on the factory floor or out in the woods or on the construction site.


They will seek much shorter hours

and longer vacations. And, despite the temporary income guidelines of the federal government, they will seek wage structures that will more adequately reflect the problems of providing shelter for their families arising from high house prices, land speculation and climbing mortgage rates.

Ultimately, they will press for the forms of industrial democracy that are emerging in Western Europe. It would not be surprising to see the unions make representation on corporate boards a bargaining objective. The B.C. labour movement hadn't given much thought to this question while harboring the hope of making gains through the political process. Now that it knows it is much more on its own, it may well begin to study industrial democracy as a prospective bargaining goal.

When labour's role becomes enlarged as a result of the growth of industrial democracy, it will become aware of its responsibility to help preserve and make the economy grow.

This will, of course, force great changes in attitude among management as well as labour. In the long run the changes will be made at the bargaining table, then recognized by legislation. They may be gradual, but they will grow out of new union attacks on management rights, which can be expected fairly early.

The new labour relations board, providing the Socreds leave it as it is, will have to supervise the bargaining system through which these changes will be sought. It can't stop the unions if these are their objectives. But even under the new rules, collective bargaining will be very difficult in the years ahead in B.C., whichever party is in power. 

Imperatives beyond the bargaining table

When William King, 45-year-old former locomotive engineer and British Columbia's first New Democratic Party labour minister, took office three years ago he believed that if they are sophisticated enough and sensible enough labour and management can settle their differences and create a stable industrial economy without any outside interference, most of all without government interference.

Yet the B.C. government was forced, on October 7, to bring in the most sweeping anti-strike, anti-lockout legislation over contemplated in Canada. That legislation, readily obeyed by rank-and-file union members, although fought vigorously by union leaders, ended strikes in the propane gas delivery business, British Columbia Railway operations, the supermarkets in the B.C. Lower Mainland and the pulp industry. It also ordered woodworkers, who had remained at work while trying to negotiate a contract, not to go on strike. The woodworkers later reached a voluntary agreement and that contract's terms will probably also be applied in the main to the pulp workers.

As for the others, they were given 90 days to reach their own settlements, otherwise the government would consider further action—compulsory arbitration.

No event could have been more calculated to emphasize the point that labour-management relations will always be circumscribed by imperatives beyond the bargaining table. With that one piece of legislation, Dave Barrett, then Premier of British Columbia, demonstrated that he was not prepared to allow labour unrest to drift so far as to endanger the economic health of the province.

The former NDP government's action in British Columbia preceded federal Finance Minister Donald Macdonald's "frightening" wage and price control program by about a week. In my view it will leave a more enduring stamp on so-called "free" collective bargaining. Labour and management can never hope to be totally immune to government intervention. And they may even expect government to be as ready to move in again as it was last year.

The apparent reasons for Victoria's move are interesting and instructive. Of the four occupations covered by the legislation, only the propane delivery truck drivers could be said to provide an *essential* service. Homes

The government concluded that the public was "fed up" with strikes

and businesses in central Vancouver Island were running out of heating fuel just as winter was about to set in. No alternative sources were available. Although food shopping had become quite inconvenient, people were still able to get groceries. And certainly wood and pulp were far from essential in that sense. So the B.C. Railway, which carries a lot of the products from the forests, was not essential either.

But the former government concluded, in Dave Barrett's words, that the public was "fed up" with strikes. It saw that if it legislated each industry back to work separately—the traditional way—it could end up with not four bills but many more. Still facing negotiations this year were non-medical hospital employees, virtually

all the nurses in the province, the teachers, mine and smelter workers, Lower Mainland municipal workers and policemen.

Even without the federal wage and price controls, the chances of industrial peace in British Columbia were very high as a result of Barrett's direct intervention, not only because it was what the public obviously wanted but also because it was so widely supported by union rank and file.

"Basically, labour and management have to learn to live together and have to be more self-reliant," said King shortly after he became labour minister in 1972. But after three years of strikes of one kind or another, King had clearly decided labour and management in 1975 couldn't be relied on to settle their own differences. He was most disappointed with the negotiators in the forest industry. While the other industries were covered by the legislation, the forest industry was the primary target. Former Premier Barrett was fed up with that industry for reasons of his own as well as those of the public.

Indeed examination of the forest industry dispute shows the tough anti-strike legislation was an almost natural outcome of the many complications that surround collective bargaining. Its pristine purity in King's vision doesn't really exist any more, if it ever did.

Consider the first complication in that industry. In 1974 the International Woodworkers of America, representing more than 35,000 lumber workers and loggers, negotiated a one-year agreement. The 13,000 pulp workers, represented by the Canadian Pulpworkers Union (affiliated to the B.C. Federation of Labour) and the

Pulp, Paper and Woodworkers of Canada (not affiliated to the federation) were on the second year of a two-year contract. Inflation had left them well behind the new IWA rates. So, with the IWA's approval, they were given a special catch-up pay increase putting them on a par with the IWA. That established the principle that all workers in the forest industry should receive the same basic contract.

Before negotiations started this year, the three unions formed a liaison committee to co-ordinate their negotiations toward a common goal. But they went into the talks with diverging proposals. The IWA demanded a \$1-an-hour raise, the pulp unions sought \$1.50 an hour.

The pulp workers' argument was that the international pulp market was healthier than the wood market and that their contract should not be adversely affected by the fact that they were bargaining in unison with the IWA. They could make the point because they were not bargaining jointly with the other union, even though they were negotiating at the same time. That was the first crack in the common front and in the simple two-way negotiations King had hoped for. There was no way either the industry or the IWA would allow the pulp workers unions to get a better contract.

The negotiations went downhill from the day in May the crack first appeared. On July 6, the three unions set a strike deadline to take effect July 16. It was an obvious signal to the provincial government to intervene, and it did so by appointing Justice Henry Hutcheon of the B.C. Supreme Court as a special mediator. Having intervened, the government still hoped the dispute could be settled without any further direct government involvement and without a strike. The IWA withdrew its strike ultimatum but the pulp unions went ahead, exposing the IWA to attack by what were now its former partners in the liaison committee.

The pulp workers didn't picket just their own operations. They were in a fight with the entire country, so they legally could picket IWA operations as well, and they did. This infuriated the IWA, which wanted the plants not already closed because of the recession to remain open. Its strike fund was not very healthy and it made better sense to have as many persons as possible working during the mediation efforts, while those laid off could collect unemployment insurance. But workers who wouldn't or couldn't cross the pulp picket lines didn't qualify for unemployment benefits. To the IWA the pulp strike was poor strategy and the picketing of IWA operations a stab in the back.

Of course, the IWA had not reckoned with the pulp unions' other concern. Eastern sections of the CPU went into negotiations at the same time as the B.C. locals and their demands were the same.

The B.C. locals didn't want to find themselves with a settlement modelled to be more suitable to the situation involving the IWA than to a possible better one in Eastern Canada. Raw wood and government taxation, including stumpage rates, are lower there than in British Columbia and the speculation in British Columbia was that Eastern companies might be able to afford a better contract. If so, then it made good strategy for the B.C. pulp workers to tie their flag to the Eastern negotiations.

That idea didn't wash with the B.C. companies but it was another of the growing number of complications. For the industry there were two far more significant "interferences"—the first between the wood products and the pulp sections in British Columbia and the second between the forest industry workers and the U.S. Pacific Northwest. Before this year's negotiations, the B.C. workers were 98 cents an hour better off than their American counterparts and the B.C. companies wanted to narrow the gap so they could be more competitive in

the U.S. market, which is also supplied by the Pacific Northwest.

The companies lost ground on that point because the Hutcheon report, the basis of the final IWA settlement, widened the differential to somewhat more than a dollar. This was the result of yet another complication. British Columbia's highly integrated economy lends itself to pattern-settlements rather well. It has a relatively small, highly-unionized workforce in a few big industries. So the unions tend to follow one other. Last year, public service settlements had been very high with wage increases averaging something of the order of 20 per cent and they had become the standard bearers. Management in productive industry such as wood products and pulp was angered by the fact that occupations, in government or municipal service, whose wage costs can simply be passed on to the taxpayers had been allowed to take the lead.

The provincial government said its employees should be paid no less than those in private industry and spent last year negotiating agreements with hefty percentage raises to bring them up to industrial levels. But those percentages in turn became the objectives of unions in private industry. In some cases, the productive workers were trying to keep ahead of the service workers.

So the government's own policy, socially defensible as it was, was another complicating factor in the forest industry negotiations.

By far the most significant complication, however, was the provincial government's direct financial interest in the outcome of the dispute. The consequences are only now becoming apparent.

In direct stumpage, royalties and other tax charges the provincial treasury takes about \$200 million from the forest industry in an average year. In a good year like 1973 the take is closer to \$250 million.

But that's only the beginning. Corporate and personal income taxes derived from employers and workers in the forest industry provide many millions more. In fact, it's estimated that the total government stake, both federal and provincial, amounts to nearly \$470 million a year in stumpage, royalties and corporate and income taxes, with the province of course taking the biggest slice. The impact of these numbers is twofold:

- The provincial government obviously is interested in securing labour settlements without a strike. B.C. wasn't able to avoid one last year because the pulp workers wouldn't go along with mediation without a strike as King had hoped. But a prolonged strike deprives the government of a lot of money for the social services people want. It also runs the risk of throwing out of work a lot of people not directly employed by the forest companies. It's estimated, for instance, that nearly 250,000 people owe their livelihood directly or indirectly to the forest industry. That's about 25 per cent of the total provincial workforce.

Government is always under enormous pressure to do all it can to prevent such widespread hardship from a single strike. And it's under a strong obligation to the taxpayers as a whole, to ensure that it doesn't lose forest industry taxes as a result of a prolonged shutdown.

- The level of taxation itself is beginning to have a bearing on negotiations, at least it's beginning to be perceived as a factor. In the early stages of the dispute the forest companies said they couldn't pay more than a cost of living increase in wages because, among other things, they were already paying a good deal more than their competitors in the U.S. and they were paying higher royalties and other tax charges than elsewhere.

The provincial government, of course, made no admissions about the effect of taxation on the industry's ability to pay its workers. But when the industry

digs its heels in, as it did in British Columbia last year, and a strike occurs that seriously reduces provincial revenue and implies that taxation is helping to prevent a settlement, any government would have to consider the impact of its tax policy.

This is not to suggest that the B.C. government should or was about to cater to labour negotiations by adjusting its taxes. But if taxation is helping to condition the attitude of one side in a labour dispute, it is one more factor clouding the purity of collective bargaining on which King's vision of negotiating freedom is based. And government is involved one way or another.

Both these points raise the question as to whether a strike is an acceptable tool of collective bargaining. Is the loss of livelihood for 250,000 people—about five times the number directly affected by the dispute—a reasonable price to pay to preserve the right to strike? They suffer inconvenience and distress because of a decision by other workers in which they have no part. Is the loss of government revenue and the potential damage to government services and programs a fair price for a strike? The people who need these services have no say in a decision whether or not to strike. Has the strike become too powerful a factor in a democracy if it can, by implication at least, force a duly elected government to consider its taxation policy in the light of its effect on a labour dispute?


The alternative to a strike is settlement under some form of coercion applied by government. This raises perhaps the most important question: can collective bargaining ever be as free, or should it be as free as, King believed?

So there is a very powerful political dimension to disputes in the key industries in British Columbia, especially the wood products industry. The man in the street knows his well-being depends on a healthy and

stable forest industry because it's half the provincial economy. If a government were to adopt a totally uninvolved attitude toward collective bargaining, which would be "free" in the classic sense, it wouldn't last long.

The IWA said it didn't like being legislated back to work or told to remain on the job but it "understood". The pulp union leaders thought for a while about defying the law but even before they recommended that the law be obeyed, the pulp workers were already in the mills or on their way there. And the employers "accepted" the government's decision, even though they were no happier than the unions with this strident intrusion into labour-management affairs.

The point is that both the unions and management tacitly agreed there is no alternative to obeying a government when it decides that free collective bargaining is working against the interests of the province as a whole. And that decision may or may not have anything to do with the imperative to preserve essential services. The B.C. government merely concluded that there was a little too much economic pressure to allow the strikes to go on any longer.

The moves the NDP government made last year may force labour and management to examine their attitudes more honestly in the future and to recognize responsibilities beyond their own interests in collective bargaining. If they do, bargaining will become more reasonable and governments will be able to leave the negotiators on their own. It is never easy for government to decide to remove, even temporarily, some of the basic democratic rights. It will not be anxious to do so too often. But the October crisis in British Columbia has led to an extraordinary precedent. That precedent says that preservation of essential services is not the only justification for ending a strike. A government need only decide to become "fed up" with prolonged labour unrest to end it with a stroke of the legislative pen. 

Why unions oppose mandatory wage curbs

by Ed Finn

Canada's labour movement fiercely opposes the federal anti-inflation program because unions see the restraints as a threat to their survival.

Their reasoning is simple. By setting upper limits on the size of wage and benefit gains that can be negotiated, the government has made genuine collective bargaining impossible. And since the primary function of unions is to represent and fight for their members at the bargaining table, the elimination of that role greatly curtails their usefulness.

In its statement on compensation, issued shortly after its formation, the Anti-Inflation Board declared that "it is not the intention of the board to replace the collective bargaining process... It is expected that the parties will negotiate in good faith with a view to concluding agreements under the guidelines."

The absurdity of such a self-contradictory statement betrays a complete ignorance of the collective bargaining process. As one experienced mediator — lawyer Stanley Hartt — commented after reading the anti-inflation legislation, "it is so unrealistic that one is led to believe that no professional in labour relations had a hand in its preparation."

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He pointed out that "bargaining is a give-and-take procedure dealing with various combinations of proposals and trade-offs between monetary and non-monetary terms." How, he asked, can the parties deal with this trade-off intelligently amid the uncertainty created by the guidelines? Uncertainty is a mild term for it. Confusion, or even chaos, would be a more accurate description.

The guideline formula itself has an 8 to 12 per cent range, with a complicated system for ascertaining the justifiable figure for each bargaining unit. In addition, there are several exemptions and "special considerations" for certain groups, depending on the timing of their

Employers are viewed as enforcers of the government's anti-labour campaign

negotiations, the date their last contract was signed, the size of past settlements, and "historical relationships" with other groups.

Almost any union can seize on one or more of these exemptions to justify — at least to its own satisfaction — an increase surpassing the guidelines. The historical relationship clause is especially broad, since virtually every unionized group pegs its wage objective to the standards set by some other union.

The AIB, however, has interpreted this and other exemptive clauses very conservatively, allowing in most cases only a few percentage points more than the guideline and ruling that inter-group parity should be re-established over a period of several years.

These conservative rulings on wage gains, coupled with the board's failure to roll back a single price increase in its first three months of operation, reinforced the unions' conviction that the controls were aimed exclusively at them — wages were to be rigidly suppressed, while prices, profits, rents, professional fees and other forms of income were to be left unrestrained.

Employers are viewed as enforcers of the government's anti-labour campaign. Whether this is so or not

is relatively unimportant. What counts is that the unions believe that governments and employers are ganging up on them, and that they are struggling for their very survival.

This may seem to be an exaggerated fear. But consider the disparate treatment of business firms and unions under the restraints. For the average company, it's business as usual. The worst that can happen is that its profits may be somewhat reduced. For a union, on the other hand, the rules of the game have been drastically changed. Its principal function of collective bargaining has been reduced to a meaningless ritual.

The inequity should be obvious. Prices are set unilaterally by the employer, so that he can be restrained, if at all, only by the AIB. Wages are *not* set unilaterally by the union, but bilaterally through contract negotiations. So the union now has two sets of hurdles to overcome, the employer's and the board's. A victory over management, achieved with or without a strike, can be nullified by the AIB, and almost surely will be if the settlement exceeds the guidelines.

It is not inconceivable that large numbers of workers will question the continuing need for unions that have been rendered impotent. They may question the need for extensive union research and education programs that are geared to collective bargaining.

The enforcement of wage curbs may also impair the unions' organizing efforts. What incentive is there for a non-union worker to join a union held to the wage guidelines, unless his own employer is giving him even less? Unions have more to offer unorganized workers, of course, than the prospect of fatter pay envelopes; but pay is uppermost in the minds of most employees

Collective bargaining has been reduced to a meaningless ritual

contemplating union membership; and to that extent the controls cannot help but make union organizing more difficult.

Faced with this threat to their survival, the unions have reacted with predictable outrage and resentment. In developing their counter-offensive, however, they have been handicapped in several ways. Their main problem is that only the union leaders clearly perceive the institutional perils posed by the controls. The average union member sees only the possible restriction of his next wage increase.

Moreover, a large number of unionized workers — probably a majority — are sufficiently concerned about inflation to give

the government's program a trial before condemning it. Many of them have benefited from substantial wage hikes in recent years, and are not greatly alarmed by an enforced limit of 8 to 12 per cent for the current year, if there is any chance that the controls will bring down the cost of living as well. The average worker is therefore taking a wait-and-see attitude. Only if the rate of inflation continues its upward spiral, and only if he is faced with another low wage settlement for 1977, will he generate the same militant opposition to the controls that his union leaders have shown from the outset.

If this rank-and-file rebellion occurs, labour's fight against the controls may be escalated to a level of civil disobedience. For the time being, however, it consists of little more than verbal defiance. The strategy is to ignore the controls, try to pressure employers to do likewise, and swamp the board with so much work that its bureaucratic machinery will break down under the load.



A labour view

These tactics are based on several premises, which may or may not prove valid. One is that it is possible to strangle the AIB in its own red tape and thus force an abandonment of the controls. Another is that the majority of union members will in time be enlisted wholeheartedly in the battle. A third is that the ensuing labour unrest and lost production will swing more business sentiment against the controls. And a fourth is that a labour defeat of the program will not necessarily lead to the adoption of an even more restrictive crackdown on unions.

The penalties that will have to be paid by labour during this initial stage of its fight are harsh enough. It goes without saying that its public image, already badly tarnished, will fall to even lower depths. The decision by labour to withhold a knowledgeable labour official from the AIB's upper echelons may tend to produce more Draconian board rulings made in ignorance of labour relations realities. Most strikes will be individually futile and costly, and justifiable only in the long-term objective of getting rid of the controls.

Prime Minister Trudeau predicted when the controls were introduced that strikes would be virtually eliminated — not because they were being made illegal, but because they would be useless and pointless. He was wrong. Logic and economics have little to do with the rationale for individual strikes under these conditions.

Labour's long-range goal is to get rid of the controls. If unions meekly abide by them and accept them without protest, they might well become a permanent fixture. If, on the other hand, they resist and strike and cause enough trouble, they may eventually force the government to withdraw them. That, at least, is the only hope they can reasonably have. They are prepared, in other



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words, to lose all the battles if in the end they can win the war.

Labour's all-out opposition to controls has raised the question of whether it could have been persuaded to co-operate with any such program to combat inflation. Are the unions, in short, so wedded to the labour relations status quo, and so concerned with their institutional survival, that they would blindly oppose any measures that inhibited their collective bargaining activities?

***Only the union leaders
clearly perceive the
institutional perils posed
by the controls***

Such a hypothetical question is difficult to answer, but it is safe to say that a program of restraint that clearly held down profits, rents and other forms of income, as well as wages and salaries, would have a good chance of being accepted by labour.

If wage controls had to be imposed eventually, they would be much more readily accepted if tied to a yardstick that was more equitable than the Consumer Price Index. The CPI was never intended, and does not purport to be, a true cost of living barometer. As Statistics Canada admits, it measures only changes in retail prices of a fixed quantity of goods and services, largely reflecting the spending patterns of urban middle class families. Moreover the formula being applied by the AIB does not in practice enable workers to keep pace with the rate of inflation; it forces them to fall behind.

It is important to keep in mind that the typical "basket of goods and services" covered by the index must be purchased with a worker's take-home pay, since the major deduction from his pay cheque — income tax — is not taken into account. The compensation formula, however, makes a straight one-on-one relationship between the CPI and the worker's gross income, granting a 1 per cent increase for every 1 per cent rise in the index. A worker held to a

10 per cent raise this year, if the inflation rate remains at 10 per cent, might have only 6 or 7 per cent left after taxes, depending on his tax bracket. If he happens to be in the 40 per cent tax category, for example, he would need a 16 per cent wage hike to ensure that he had sufficient disposable income to offset a 10 per cent rise in the CPI. By disregarding the inadequacies in the CPI as a cost of living yardstick, the government has made its anti-inflation program all the more discriminatory against working people — in effect forcing them to take a substantial cut in real income.

Labour's support could have been enlisted if the controls had been aimed first at prices and only later — if necessary — at wages

Some of the principal living costs measured by the index are not covered by the controls. The exemption of food production, most house selling prices, mortgage rates, rental units less than five years old, and fuel used for heating and transportation means that items accounting for 64 per cent of the CPI will not be under effective restraint.

Because the index is based on the spending patterns of a "typical" middle class family, it seriously underestimates the rise in living costs experienced by those near the bottom of the income scale, such as part-time workers, those earning

the bare minimum wage, the unemployed, and pensioners.

Food is rated as 28 per cent of the total index, housing as 32 per cent, and transportation as 14 per cent. But many families with incomes of less than \$8,000 a year are forced to spend substantially more on these necessities of life. Some spend as much as 75 per cent of their budgets on food and shelter alone. What is needed, therefore, is a separate index for low income families, one that would be tailored more accurately to their spending pattern. Indeed, it would be helpful to have several indexes for various income ranges.

Another question that workers are asking is, "What happens to the money that we would have received in extra wages if we weren't compelled by the AIB to forego it?" Is it going to the company's shareholders? If so, the workers will have a hard time figuring out how it is somehow less inflationary in the coupon-clippers' pockets than it would be in theirs. If, on the other hand, the money saved on the company's payroll does not go to the shareholders, why isn't the saving passed on to consumers in the form of lower prices? These are legitimate questions, and they call for more satisfactory answers than have so far been provided.

An unfortunate casualty of the wage control measures may be the initiative launched by Labour Minister John Munro to introduce a more rational and co-operative system of labour relations in Canada. In setting up the Canada Labour Relations Council last year, he hoped through tripartite consulta-

Some of the principal living costs measured by the CPI are not covered by the controls

tion to find ways of minimizing the conflict inherent in the adversary system. He is still hopeful that progress can be made toward that goal even while the controls are being administered. Some labour department officials are even taking the view that the controls will provide a welcome respite — a period in which the new council can prepare a more co-operative system to go into effect when the controls are lifted.

In conclusion the most reasonable answer to the hypothetical question — could labour's support have been enlisted for *any* kind of controls? — is a qualified "yes". If the controls had been aimed first at prices and only later (and if necessary), at wages, and if the compensation formula had been tied to a more equitable cost of living yardstick than the CPI, organized labour would almost certainly have co-operated.

As it is, the program actually adopted — whether intentionally or not — has clamped down first on wages, while doing little to check profits, dividends, rents, and other forms of income. And it has tied permissible wage increases to a formula that will force upon most workers a reduction in their standard of living. No surer way of inciting the unions' strongest opposition could have been devised. [g]

New directions for Québec labour?

by Pierre J.G. Vennat

The recent convention of the Québec Federation of Labour (QFL) gave observers an excellent opportunity to ponder the future of the labour movement in Québec.

On the eve of the convention, Yvon Charbonneau, president of the francophone teachers' union — the CEQ (Centrale de l'Enseignement du Québec) — stole the spotlight from the QFL by announcing that his 80,000-member organization would seriously study, over the next few months, the possibility of a merger of the various labour federations in Québec. He was thus the first to publicly launch this idea.

There was more talk that week of a merger of the unions, and of a united front than of the QFL as such. December will be remembered as the period in which the idea, toyed with for a long time, made the most headway.

Yvon Charbonneau appeared at the QFL convention to tell delegates about the CEQ's determination to work with the other central labour bodies towards the unification of labour organizations in Québec. Joint efforts to this end are already under way. A common front of 185,000 public service employees already exists, and militants from

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the three central labour bodies across Québec have combined forces in their fight against mandatory wage curbs.

Last summer, the QFL and the Confederation of National Trade Unions (CNTU) combined forces to form a common front of Asbestos Miners in Thetford.

Delegates to the QFL convention welcomed CNTU president Marcel Pepin while the memories of bitter inter-union rivalry in the construction industry were still fresh, and in spite of the role played by the CNTU in the creation of the Cliche Commission.

Those same delegates gave Yvon Charbonneau an ovation that brought down the house when he said that it was time to go further than partial and occasional common fronts, and to take concrete steps towards unity.

Pepin elaborated on the same theme and declared to his QFL colleagues: "We do not have the right to play our hands separately while the

political and financial powers are treading more and more on the working class."

As Yvon Charbonneau later said, the merger of all the central labour bodies is an interesting "long term prospect" but some important conditions must be met before it can materialize.

The first would probably be easiest to meet. It would mean establishing a basic common platform, including the same perception of the economic and political situation and of society in Québec, an overall proposal for social change, and the establishment of common objectives.

The second condition would be more difficult to satisfy. As Yvon Charbonneau said, and his views are in agreement with those of Marcel Pepin and the CNTU, it is difficult to imagine the merger of the union of maintenance employees of CEGEP X and local Y of some international union whose decision centre is for the most part unfamiliar with, or remote from, the struggles and conditions prevailing in Québec.

It is probably in the light of this problem that Louis Laberge proposed that the members of his

union redefine their relations with the American unions and that Québec workers set up a structure that would allow them a maximum degree of autonomy, while at the same time remaining — if they chose to do so — within the framework of unions beyond the borders of Québec.

A third condition would be the creation of a strong mixed organization in each Québec region.

"It certainly was not the international unions' strategies that forced the multinational companies of Québec to lose ground," declared Yvon Charbonneau. When the Québec workers succeeded in making some headway against certain American giants, it was thanks to their mobilization at the local and regional levels. Therefore we must concentrate on this point."

In any event, the central labour bodies in Québec have no choice. As Marcel Pepin stated, it is the responsibility of all labour organization leaders to do their very best to eliminate obstacles and to co-operate in building labour's strength in Québec.

"If we do not follow the path that we have so painfully laid for several years, the membership will criticize us — and rightly so — because, as organizations, we will have put our particular interests before those of the working class."

While waiting for the dream of labour unity to come true, however, the Québec labour movement's no. 1 strike force is no longer the CNTU, in spite of the fame of its president, Marcel Pepin, but the QFL, making it necessary for us to follow closely its every step.

Within the QFL a struggle is taking

shape between those who may be described "leftist" and those who may be called "right wing reactionaries."

At the convention, the Québec leader of the Steelworkers, re-elected vice-president of the QFL, attacked the "Marxism of scholars" and all those who advocate following "the unrealistic Marxist dogma that seems to have wrought great havoc" within the labour movement.

This anti-leftist feeling is reflected at the grassroots level of the union, which is said to be, and the strike statistics prove it, one of the most militant in Québec.

One important idea brought up at the QFL convention is that in Québec, organized labour should support Parti Québécois, while in the other provinces it would give its official support to the New Democratic Party.

The QFL, following the lead of its president, Louis Laberge, considers the creation of a labour party in Québec "untimely and inopportune" and has decided to play an active role in the next Québec electoral campaign, in order to defeat the Bourassa government.

Support given to the PQ is "conditional." The organization would like the workers to define the type of socialism they want and to use all their influence to keep the PQ from allowing the power to fall into the hands of an elite group cast in a traditional mold, but hiding behind a modern façade.

We must bear in mind, said Laberge, that the PQ is not a true labour party.

"The Parti Québécois could potentially constitute a force for real change, but the working class must in no uncertain terms make

its views known to the PQ by expressing them clearly and loudly.


Without favouring an official organizational link with the PQ, Laberge publicly recognized that the PQ constitutes a real political force, that its views are the most congruent with those of the QFL and that it is the most democratic of the parties in the running.

Speaking to the higher echelons of the PQ, Laberge concluded his lengthy speech on the political commitment of his organization by saying that QFL members would give their support only to the extent that the PQ would accept the political program that the QFL would put forward.

"We must give the militants who are working within the PQ a clear definition of the social democracy that we wish to see," concluded Laberge.

Finally, the QFL, weary from the trying experience of the Cliche Commission and the unspeakable behaviour of certain former union leaders in the construction industry whose actions brought disgrace upon the whole organization, gave itself extended powers to enable them to intervene wherever labour democracy is violated.

A few days after the QFL convention, in fact, the organization was scheduled to start an inquiry into the amalgamated clothing workers in the garment industry, where there is no lack of violation of democratic principles.

If the QFL is successful, it will become a powerful force on both the labour scene and on the political front. 

*The foregoing was condensed from an article in **La Gazette du Travail***

The QFL—a paper tiger?

by Gerard Kreeft

Although the Québec Federation of Labour with about 350,000 members, is the largest labour body in Québec, its strength has been greatly exaggerated: The QFL is first and foremost a labour federation and not a labour union. Unlike the Confederation of National Trade Unions (CNTU) and the Centrale de l'Enseignement du Québec, (CEQ) the QFL does not in most instances, directly represent the members it serves. This was brought out at the federation's recent annual convention in Québec City. The 800 delegates represented 63 labour bodies comprising both international and national labour unions as well as locals directly affiliated with the QFL.

It is important to recognize that the allegiance of QFL members is at best a secondary one. While it is true that industrial unions such as the United Steelworkers of America, actively participate in the QFL, the QFL does not in most instances participate in any contract talks. Rather, wage negotiations in most cases are conducted directly by unions *within* the QFL, such as the

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Canadian Union of Public Employees (CUPE) and the Steelworkers.

In a bid to overcome this problem, the December 1975 convention gave the QFL the mandate to allow locals "in exceptional needs and circumstances" to affiliate directly with the QFL. The QFL was also granted the right to administer trusteeships over individual locals if the union involved is willing to delegate this responsibility. Thus, it is expected that three locals of the United Textile Workers of America (UTWA) representing 800 of the UTWA's 4,500 members will

Primarily because the QFL is a labour federation, one of its major problems has been the lack of a stable, cash reserve

ask for direct affiliation with the QFL.

Primarily because the QFL is a labour federation, one of its major problems has been the lack of a stable, cash reserve. QFL executive-secretary Fernand Daoust described the financial situation as "catastrophic." It is true that the QFL has been saddled with some unfortunate debts: the \$98,000 debt of *Québec-Press*, a union tabloid that went bankrupt earlier this year, and the \$90,000 that the QFL loaned local 510 of the United Auto Workers, which held out in the bitter 20-month strike against Pratt and Whitney Aircraft of Canada Ltd., in 1974 and 1975.

However, the necessity of doubling the monthly per capita dues to 30 cents from 15 cents arises from the QFL's inability to collect dues from approximately 100,000 of its members. This represents a loss of almost \$200,000 a year. True, at the convention, the QFL leadership sought and obtained constitutional changes that will in future allow it to police dues collection more

...the defaulting of per capita payments by almost 30 per cent of the membership can only prove to be an embarrassment to the QFL...

closely. Yet the defaulting of per capita payments by almost 30 per cent of the membership can only prove to be an embarrassment to the QFL at a time when it is trying to establish itself as a credible labour central. Primarily because the QFL must cater to such a wide divergence of opinion, it lacks the cohesion and mobility enjoyed by both the CNTU and the Centrale de l'Enseignement du Québec.

It should come as no surprise, therefore, that Marcel Pepin, president of the CNTU reacted favorably to the CEQ's proposal for the formation of one labour central. At the same time it is understandable why Louis Laberge, president of the QFL has been reluctant to endorse such a merger. While the CNTU and the CEQ deal directly with their membership, the QFL must first canvass its affiliated unions to ensure that their support is forthcoming.

This search for consensus was reflected at the QFL convention. While the federation was given the mandate to use the general strike as a final weapon against the government's wage control program, the final resolution allows the QFL leadership to use this weapon only after each union has voted on the matter. This compromise solution came after the CUPE delegation expressed strong approval for a general strike, while the Steelworkers expressed strong disapproval. In the end, the watered-down support for a general strike

could become an albatross around the neck of the QFL.

While much time and discussion at the QFL convention was spent on how the QFL could be strengthened, there was little specific discussion of the Cliche Commission and the construction unions which form a vital part of the QFL. The election of Leopold Lavoie, as president of the 75,000 member Provincial Building Trades Council was clearly a rebuff to the QFL leadership, who had not endorsed Lavoie. This position was left vacant when André (Dédé) Desjardins, former president of the Provincial Building Trades Council was forced to resign following charges by the Cliche Commission of corruption and mismanagement. Yet aside from the charges, which stemmed from the Cliche Commission hearings, there is little evidence to suggest that the QFL construction unions will follow a new road.

It must be understood that the attempts by the provincial government to bring greater standardization and efficacy to the construction industry have been indirectly responsible for the tenuous relationship that today exists between the Québec Federation of Labour and the government. Bill 290, first introduced in 1968, seemed like a good idea at the time. Formerly, bargaining had taken place between hundreds of contractors and labour unions in every region of the province. Bill 290 changed all that.

The new law recognized two of the QFL's labour organizations, the Confederation of National Trade Unions, and five employers' associations as the sole negotiators for the construction industry. The purpose of the bill was to reduce, inter-union raiding, reduce the number of labour strikes, and above all, bring common wage settlements for the tradesmen. By wresting control

away from the various regional labour bodies and giving this power directly to the two labour centrals (QFL and CNTU), the Bourassa government wittingly or unwittingly helped consolidate the political power of the QFL. Yet at the time, this was not obvious. Between 1968 and 1973, no collective agreements were signed because the QFL and the CNTU, as well as the five employers' associations each possessed veto power, which they used with regularity.

The position of the QFL is more consolidated than at any time in the past...

To overcome this impasse, the Bourassa government in 1973 passed Bill 9, which restricted the veto power to the labour body and employer association representing the majority interests. To further ensure that the province's construction workers would maintain progress on the Olympic construction operations, the provincial government ordered the various companies to raise the salaries of the construction workers. Since the QFL construction unions represented 75 per cent of construction workers in Québec, this meant a further consolidation of power for the QFL.

And when in December 1974, the National Assembly passed Bill 201, allowing the government to unilaterally increase the wages of the province's construction workers, it became evident that collective bargaining had been given a proper burial. Of course there was still the requirement that the government would have to consult with both parties prior to the action.

The position of the QFL is more consolidated than at any time in the

past, despite the Cliche Commission's public cleansing of the QFL's 75,000-member Provincial Building Trades Council, (LG, July, 1975). The provincial government imposed trusteeship on four QFL locals and abolished the traditional raiding periods that had caused bitter infighting between the CNTU and the QFL.

Yet because the Cliche Commission had so successfully exposed the graft and corruption of the construction industry, the Bourassa government could afford to implement only those recommendations that would pacify the public and at the same time be conciliatory towards the QFL. The Cliche Commission had recommended that no collective agreement be signed until the consent of 75 per cent of the union members was obtained. But the QFL lobby pressured the Québec government into reducing the needed approval to 50 per cent of union members. And despite the strong urgings of the Cliche Commission to abolish the management and union placement centres, the government ignored this recommendation.

Furthermore, the CNTU's veto power over any collective agreement was abolished, and the stage was set for the final showdown. During October 1975 both the CNTU and the QFL took to the hustings, Madison Avenue style, to take advantage of the 30-day recruitment period. The outcome was evident before the balloting began. The QFL, by a 50.5 per cent vote, easily emerged as the victor, giving it a complete monopoly of the construction

...the QFL now fully realizes that its mandate comes not from any government but from the unions...


industry in Québec. The CNTU polled only 14.9 per cent.

The government, in the name of efficacy, industrial peace, and urgency, has consistently circumvented the laws it created. Consolidation of the construction industry under Bill 290, reduction of the veto power to only the majority labour body and employer under Bill 9, and granting the QFL a complete monopoly over the construction industry illustrates how the provincial government is seeking to integrate the QFL into the state. Indeed, the centralization, and integration of the QFL construction unions by the provincial government is designed to ensure that the QFL exercises complete control over the construction unions as long as this is thought to be desirable.

Even as the QFL was concluding its convention, Québec's municipal affairs minister, Victor Goldbloom, was telling a Montreal news conference that the fate of the 1976 summer Olympics was in the hands of the construction companies and workers involved in the project. Because the QFL now has a complete monopoly in the construction industry, the QFL will be hard pressed not to meet this deadline.

What does all this mean? It could herald a new era in labour relations in Québec. Partially realizing that the province needed labour peace, and partially realizing that the QFL is anxious to consolidate its own political base, the Bourassa government is fast creating a new corporate order.

The new corporatism is unlike the old corporation that existed under the Duplessis government. Then, the government, in co-operation with the clergy, combined to proclaim a traditional life style emphasizing Catholicism, authoritarianism and above all, rejection of any trade unions described as secular and threatening to the French-Canadian lifestyle. Indeed, it was only during the "quiet revolution," when Québec became fully secularized, that the trade union movement began to fully blossom.

Between 1962 and 1971, union membership in Québec increased from 350,384 to 728,263 — an increase of more than 100 per cent. As the state moved into public education, health and social welfare programs, assuming a greater responsibility than in the past, it became apparent that the role of the Church had diminished considerably. Instead the trade union movement, particularly in the public sector, has come to fill the vacuum. The Bourassa government has wasted little time in trying to integrate the labour movement in the state. Nevertheless, the QFL now fully realizes that its mandate comes not from any government but from the unions, and the rank and file who belong to the QFL. 

Educated unemployment in developing countries

by George Sanderson

To most Canadians, unemployment means that a person has lost his job and is looking for another job. In other words, he is seeking an opportunity to sell his labour for a wage or salary. In this sense, unemployment in developing countries is confined for the most part to relatively well-educated young adults. Although the problem is especially prevalent — both in frequency and duration — among primary and secondary school leavers, it is not unknown among highly educated people. The reasons for unemployment in the Third World being concentrated among these particular groups are worthy of exploration.

While the acquisition of skills necessary for national development continues to be an important objective of education in developing countries, since 1970 there has been a growing awareness of the limitations of national manpower planning in forecasting skill needs and programming educational output, skill by skill to meet these needs.

Because of the length of most educational cycles, manpower forecasts that attempt to be useful to educational planning are impelled to look ahead at least five to 10 years. Of course, no one is surprised to discover that completely accurate forecasting is impossible over such lengths of time. But what is disturbing is that virtually all manpower forecasts of the long-term variety have turned out to be seriously wrong.

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Moreover, an increasing number of governments in the Third World are beginning to realize that it is the whole structure of the educational system rather than the details of the curriculum that must be reoriented to serve national objectives.

In many countries, the prevailing educational system has in fact hampered rather than helped development. Primary education oriented to urban needs has contributed to rural-urban migration and has not done much to assist in developing rural areas. The explosive expansion of secondary and higher education has fostered employment expectations that cannot be met. A competitive scramble for certificates or diplomas as tickets to the next stage in education or to the few, relatively high-paying, white-collar jobs available to those with secondary or higher education, has distorted the whole education process.

Educated unemployment has become a serious problem in many countries, and an increasing number

In many countries, the prevailing educational system has in fact hampered rather than helped development

of graduates are obliged to take jobs for which their level of educational attainment is not necessary. Sri Lanka and India are important examples of countries where the phenomenon of educated unemployment occurs on a major scale.

Definitions of educated unemployment — found mainly among young adults seeking non-manual wage employment in urban areas — differs among developing countries. In Sri Lanka, for example, the problem is largely one of unemployment among secondary-school leavers. In Kenya, however, primary-school graduates constitute the bulk of the “educated” unemployed.

The persistence of educated unemployment in India — not to mention other developing countries — can be explained by certain institutional features of the labour market that slow down the rate at which the unemployed are willing to take a job at any price. Strong taboos about changing jobs make it perfectly rational for new entrants to spend a long time — often more than nine months — seeking the best possible job available. Job seekers also tend to rely heavily on personal contacts as the principal source of job offers, which tends to lengthen the period of search. Moreover, job seekers can rely on some financial support from their families, who hope for a later pay-off.

The provision of facilities at the secondary or higher levels in excess of real needs, represents a misinvestment of resources that

might be put to a more useful educational purpose or devoted to the direct creation of jobs.

In the face of educated unemployment rates of 10 to 15 per cent, why do students persist in demanding higher education? Because salary scales — not to mention status and prestige — are linked to educational qualifications. People in Sri Lanka, for example, with secondary-level education normally earn 10 times more than those at the poverty line. A system that automatically rewards people in terms of their educational attainments is obviously bound to create an insatiable demand for higher education.

Economic theory predicts falling wage rates in the presence of unemployment and indeed educated unemployment in a country like India has led to a steady decline in real earnings associated with educational qualifications. Nevertheless, earnings have never declined fast enough to erode the financial incentive to acquire still more education.

Why do employers generally pay more to better educated workers? Because they tend to believe education imparts vocationally useful skills, disseminates desirable social values, and acts as a screening device to select the most able people for the best jobs.

Most stages in education are conceived as preparing for the next stage, although not all students are able to, or even want to continue. This leads to excessive emphasis on passing examinations and cramming students with the knowledge necessary to pass these examinations, with little concern for the real preparation of the individual for the life he is likely to lead. The student who terminates one stage and does not proceed to the next is poorly prepared for employment.

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While the revision of curricula is important, it is now much more widely understood that the re-adjustment of educational programs will have to go much further. Top priority should be given to a long-term employment strategy, to correcting the structural imbalance between aspirations and opportunities among those with educational qualifications. Measures that could make education programs better conform to the real needs of developing countries include:

- Quantitative restrictions.
- Restructuring the pattern of educational finance.
- Direct intervention in the labour market.
- Diminishing the influence of the examination/diploma system.
- Strengthening the link between education and work.
- Recurrent education.
- Out-of-school education.

Both the economic and social objectives of developing countries might best be served by redirecting resources in favour of the lower stages of the educational system. The case for restricting the growth of higher and to some extent secondary-level education is not based on the fact that there is educated unemployment. Rather it is based on evidence about the social yield of investment in education after adjusting earnings for the average probability of unemployment.

Data from 10 developing countries reveals that primary education yields higher social rates of return than any other level of education. On average, the social rate of return

on secondary schooling exceeds that on university-level education. Consequently, the present tendency of educational systems to grow more quickly at the top rather than at the bottom must somehow be reversed.

This could be achieved by imposing ceilings on the number of places that are provided at the higher levels and reallocating a portion of the educational budget from higher or secondary education to primary schooling.

But to reverse this trend may cure unemployment among high school and university graduates only to create or aggravate unemployment among those with no more than primary education. The remedy for the latter in the short run would seem to lie in the provision of out-of-school education. In the long run, it would lie in slow and patient reform of primary education through curriculum reform, examination reform, and improvement in teacher training.

In a number of developing countries, however, a well-established tradition of privately-financed and operated secondary education makes it virtually impossible to control the scale of secondary education, which leaves the universities and technical institutions as the only sector of the educational system that might be effectively rationed by government fiat.

But producing fewer unemployed university graduates entails the creation of more unemployed high school graduates. Since the incidence of unemployment is everywhere lower for university graduates than for high school graduates, it actually tends to raise the total number of educated unemployed. However, because producing a university graduate often costs eight times as much as producing a high school graduate, financing fewer university graduates would release

resources that could be used elsewhere to create job opportunities.

Nevertheless, in one or two countries, the idea of enrolment ceilings even in higher education is literally impossible and not merely politically impracticable. In the Philippines, for example, 92 per cent of the funds devoted to higher education are reportedly private funds.

Another solution would be to restructure the pattern of financing education. A larger share of the costs of higher education — and perhaps state-funded secondary education — could be shifted to students and parents through an increase in tuition fees coupled with a system of loans to be repaid out of a tax on the graduate's future income, together with scholarships for talented poor students. The sums of money thereby released could then be devoted to primary education.

However, the argument for raising fees is entirely dependent on the notion that the demand for higher education is related to costs borne by an individual, and that higher fees will lead to a reduced demand for places. Although the empirical evidence to support this proposition is rather weak, it is certainly plausible.

Moreover, a survey of the social composition of students in higher education would soon demonstrate that the average university student in developing countries is economically much better off than the average taxpayer. These figures could be publicized, and with them the true resource costs of higher education compared with the private costs to students and parents. In India, for example, every university student effectively displaces 88 students in primary education.

Given the built-in educational biases

against children from poor families, it is hardly surprising that as one mounts the educational ladder, the survivors are drawn increasingly from well-to-do families. In light of this, excessive investment in higher education in developing countries takes on added significance.

An increase in fees is also perfectly compatible with an increase in scholarships, but the latter must be tied to parental income as well as to the student's ability. Because the opportunities for gainful employment increase rapidly after the age of 12 in most developing countries, failure to compensate parents for the foregone earnings of their children at school constitutes an obstacle to participation in secondary and higher education for the poorer classes.

...the present tendency of educational systems to grow more quickly at the top rather than at the bottom must somehow be reversed

The ILO World Employment Program (WEP) mission reports say very little about the fee structure of education, particularly at the higher levels, or about grants, scholarships and loans related directly to parental income. This is surprising in light of the emphasis on income distribution in the ILO literature. Surely the pattern of finance of education, considering that post-primary education typically leads to higher earnings, is not a negligible aspect of the problem of income distribution.

Some countries, however, face the problem of unemployed university graduates even though parents bear almost all the costs of their education, the Philippines being a case in point. A possible solution to the

problem in the Philippines is to make higher education more expensive by inducing private universities and colleges to improve their quality and also increase their fees.

It is pointless to call for the restriction of secondary or higher education, however, as long as the labour market continues to make further education profitable. Consequently, a policy of narrowing pay differentials between the more and less educated, between manual and non-manual workers, rural and urban occupations, is both practical and advisable. Its consequence would be to reduce the private rate of return on education, thus discouraging demand for it. But it would be fruitless to propose changes in pay scales without at the same time attempting to alter hiring practices.

Because the governments of most developing countries are the principal buyers of educated people, it would seem perfectly rational to alter the pattern of monetary incentives in the labour market by altering government pay and recruitment policies, both of which profoundly influence the practices of the private sector.

Both the Sri Lanka and Kenya WEP mission reports place considerable emphasis on government policy to reduce earnings differentials in labour markets. In both countries, starting salaries in the public service are rigidly tied to educational qualifications, and fringe benefits are more generous than those offered by industry. Other features attracting educated people to the public sector include greater job security and virtually automatic promotion.

The Kenya report proposes that entry points on government pay scales for those with a school certificate and higher qualifications

Most African educationists will admit that the teaching of agriculture in schools cannot keep Africans in the countryside

should be reduced by 25 per cent for a five-year period. In general, however, the government should work toward total abolition of pay scales defined in terms of formal educational attainments.

As the educational standard of the population generally rises, the educational requirements for the job would be raised, but not necessarily the pay. The rising qualifications required for the post would themselves provide the incentive for further training and upgrading, and the incumbent would need to undertake this in order to be eligible for promotion and for continuing in the job.

It is fruitless, however, to demand abolition of pay scales tied to educational qualifications unless at the same time something else is put in their place. Essentially, a job classification system with regular reporting by supervisors of the quality of individual public service employees, and a machinery for promoting exclusively on the basis of these reports, is needed. Implementation of such proposals would do much to eliminate the "certificate-mindedness" apparent in so many developing countries.

An immense task of explaining the need for changes of this kind remains to be done. Countries like Canada are ill-placed to make these suggestions as they often involve the abandoning by developing countries of educational models which the developed countries helped to put in place. Younger people in the developing countries are suspicious that such measures are designed to deprive

them of educational and other benefits to which they feel they have a right.

The qualitative reforms recommended by the WEP mission reports are focused on the examination syndrome. The trouble with the examination system in most of the developing countries is that it is designed to select candidates for further education. Exams become the terminal qualifications of the majority who fail to be selected. Although they have little connection with the world of work, these terminal qualifications nevertheless raise the job aspirations of those who have them and thus bar their way to finding productive employment. And all the time the education system is increasingly turned into a mere examination factory, with curricula becoming increasingly preoccupied with the needs of those who will continue into the next cycle rather than with the needs of those who will leave to enter the labour force.

The Sri Lanka and Kenya WEP mission reports recommend greater emphasis on aptitude testing as a method of attacking the certification function of schools. Presumably what is meant is a move in the construction of curricula from fact learning to concept formation. Certainly there is enormous scope for reforming exams, and with them the curriculum, by eliminating questions that demand solely the remembering of facts. If in fact the aim of aptitude assessment is to test a student's capacity to reason, to digest and analyze information, it is indistinguishable from a good achievement test. If instead, the aim is to test attitudes, behaviour and underlying values, there are no aptitude tests that will measure these attributes unambiguously. Moreover, aptitude tests of this kind would utterly fail to provide the stick with which to discipline children into learning.

In sum, the content of examinations can be improved by giving more importance to powers of analysis and less to the retention of facts. Competencies not necessarily acquired in schools should also be tested. But the abolition of examinations is not practical unless educational selection is abolished and employers are left to conduct their own tests as best as they can.

In any event, educational curricula must be arranged so that each stage will have an end in itself and will equip the pupil for the next stage in his life, whether this be employment or a higher stage in education.

...educational curricula must be arranged so that each stage will have an end in itself...

Sri Lanka may be mentioned as one of the countries where policy measures are currently being implemented with regard to the restructuring of curricula and the introduction of a terminal nature to different stages in education. While in India strong recommendations have repeatedly been made that instruction in schools should have more direct relevance to the world of work, the implementation of these recommendations, with the exception of certain states, has not been carried out to a satisfactory degree. On the other hand, attempts have been made to increase the demand for educated labour and to stimulate entrepreneurship as, for example, in agricultural and industrial services. All these measures, however, represent a piecemeal approach rather than a systematic revision of educational policy and its implementation. This would require drastic changes such as reducing the "social demand" for education.

But what can we do to strengthen

the link between education and work? In essentially agrarian economies, with 50 to 80 per cent of the workforce engaged in agriculture, failure to teach agriculture and instil a love of farming in primary schools is believed to promote the flight from farming and the rush to urban centres, where employment opportunities may be more limited. The solution, therefore, is believed to be the "ruralization" of the curriculum of primary schools.

Education stimulates the flight from farming, not because it is necessarily the wrong kind of education, but because the same impetus that drives parents to send their children to school sends these same children to seek employment in towns — greater earnings, and even greater opportunities for part-time or casual employment while continuing the search for a full-time job. Besides, the informal urban sector in African and Asian towns is not unaccustomed to work-sharing, and it also provides opportunities for apprenticeship training, and self-employment.

Most African educationists will admit that teaching of agriculture in schools cannot keep Africans in the countryside. This can only be done by making the countryside a better place to live in. This is not to deny that an effort should be made to teach topics related to agriculture, but to teach love of farming would require not just a change in school curricula but a major change in the training of teachers, which could only come about through a national campaign — aimed especially at parents — to promote rural progress.

Because it is impossible to foresee accurately the requirements for specific skills in an economy three or four years hence, "vocational" training on a full-time basis must

necessarily impart *general* skills — a broad foundation for on-the-job acquisition of specific skills.

A general approach that would encompass the merits of a ruralized curriculum in the countryside and deal simultaneously with the quite different problems of urban schools is that of "work experience" in the schools — shop courses and practical projects.

Educational authorities must be persuaded that they still do not know enough about how to make education fully "relevant" to employment opportunities


Any attempt to diversify and partially vocationalize the curricula of schools must be linked to improvements in teacher training. It presupposes teachers who can rise to the challenge of new teaching methods, a new curriculum and a new set of standards for assessing students.

If the employment problem is mainly one of unemployment among university graduates, recurrent education or postponement of higher education would help to reduce university enrolments. The concept of recurrent education appears in the Sri Lanka and Kenya WEP mission reports in the modest proposal to postpone entry into university courses by two or three years, entry thereafter being conditional on evidence of work experience or community service. The universities themselves would base selection on aptitude tests, employers' reports and teachers' reports, and full credit would be given to part-time courses attended while working. A gap of work experience between secondary and

higher education, the reports suggest, would not only cut down on university attendance but strengthen students' motivation to improve their career choice. Thus, only those who in the light of reflection during this interruption in their schooling, find that they want and need to enter higher education would do so.

Educated unemployment of high school and university graduates may be the most dramatic aspect of the employment problem of the developing countries, but numerically it is overshadowed by the magnitude of unemployment among those with no more than primary education. This is the case in Kenya, for example. The responsibility of the educational authorities is therefore more clear-cut in this area than in any other.

Perhaps the major impact of the educational system on the employment problem is — in the short run — to prepare children to benefit from subsequent out-of-school or non-formal education. In many countries, out-of-school schemes cater to a larger number than do schools at the secondary and post-secondary levels. There is also reason to believe that their economic value generally exceeds that of formal schooling, mainly because students tend to be better motivated, the schemes have more flexibility than formal education, they are better linked to local needs and more responsive to community influences.

Finally, educational authorities must be persuaded that they still do not know enough about how to make education fully "relevant" to employment opportunities. More field experiments are needed. Moreover, the governments of developing countries must be convinced that educational reforms without complementary action in other areas would achieve nothing. 

Labour legislation in Canada, 1975

Part 1B — emergency legislation

by Nicole Marchand

In 1975, four Canadian jurisdictions adopted emergency legislation to settle labour disputes — federal, British Columbia, Québec and Saskatchewan.

Federal

Parliamentary action was taken in two instances by the federal government because of interruption in port operations on the west coast of Canada and on the St. Lawrence.

The West Coast Ports Operations Act, 1975 (Bill C-56) was adopted March 24, 1975 to deal with two separate disputes involving some 4,000 non-supervisory and supervisory longshoremen. The union representing the former called a legal strike, March 2, 1975. The latter, attempting to negotiate a first contract, engaged in strike action, March 23.

Bill C-56 provided for resumption of all longshoring and related operations, March 24. Non-supervisory longshoremen returned to the duties of their employment under the

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terms and conditions of an extended agreement that had expired, December 31, 1974. Employees involved in the supervisory dispute were called back to work on the terms and conditions that applied before strike action was taken. The Act also provided for the settlement of both disputes by compulsory arbitration. Judge P.D. Seaton of the British Columbia Court of Appeal was appointed arbitrator by the minister of labour. With respect to the non-supervisory dispute, Judge P.D. Seaton delivered his award on May 30, 1975 establishing the hourly rate of wages at \$7.23 effective January 1, 1975 and \$8.03 effective January 1, 1976.

The second instance where ad hoc legislation was adopted by Parliament in 1975 is also related to longshoring and similar operations. The St. Lawrence Ports Operations Act, 1975 received Royal Assent

on April 23, and ordered approximately 2,700 employees back to work immediately. Longshoring operations were interrupted March 31 at ports in Montreal, Québec City and Trois-Rivières. Checkers and cargo repairmen of Montréal and Québec City engaged in strike action April 17, 1975.

The Act provided for increases in each hourly rate of wages in accordance with recommendations of the conciliation commissioner for employees of both disputes. Other amendments recommended by the conciliation commissioner were to be incorporated in the agreements. The Act provided for the appointment of a referee by the minister of labour where the parties were unable to agree on the interpretation of an amendment or on the manner in which to incorporate an amendment in the agreement.

Part III of the Act contains provisions related to enforcement of the legislation. Upon application made on behalf of Her Majesty in Right of Canada, the Québec Superior

Court had to issue an order directing any employer or employee organization to comply with the legislation. According to the Act, failure to comply with such order would constitute contempt of court.

British Columbia

On October 7, 1975, the British Columbia legislature adopted the Collective Bargaining Continuation Act, to end work stoppages involving employees of the forest, pulp and paper, railway, propane and butane distribution and food merchandising industries.

Forty-eight hours after the Act came into force, every employer involved in a strike or lockout had to resume operations and every employee had to return to the duties of his employment in accordance with the terms and conditions of the last collective agreements. These agreements were extended until new agreements were concluded or until the expiration date of the Act (90 days after its coming into force). The parties involved in the various disputes had to enter into negotiation for the purpose of renewing or revising their respective collective agreements. The Act provided that the lieutenant-governor in council could by order extend the Act for a further period not exceeding 14 days.

Québec

On May 22, 1975, an Act Respecting the Placing of Certain Labour Unions under Trusteeship, (Bill 29) was adopted by the Québec legislature. The Act was passed as a result of recommendations of the Inquiry commission on freedom of

association in the construction industry, chaired by Judge Robert Cliche. The object of the Bill was to place three locals of the Québec Federation of Labour under trusteeship: plumbers and pipe fitters Local 144, operating engineers Local 791, and electrical workers Local 1677. The Act established for each union a board of trustees consisting of a chairman and two other members appointed by the lieutenant-governor in council to manage and control the locals placed under trusteeship. The Act was also introduced to prolong by three years the trusteeship over locals 89 and 101 of the QFL elevator constructors. On July 17, 1974, legislation was adopted placing these two locals under trusteeship for a period ending April 30, 1976. Bill 29 is to expire May 22, 1978.


The Québec legislature adopted ad hoc legislation a second time in 1975. On September 27, an Act to ensure users the resumption of the normal services of the Montreal Urban Community Transit Commission, received royal assent. The Act was adopted following a strike involving approximately 1,100 employees of the Montreal Urban Community Transit Commission. The CNTU represented employees in vehicle maintenance, engineering, property maintenance, purchase and stores, and all office employees.

The Act ordered all striking employees to return to work as of 00.01 hours September 29, 1975, under the terms and conditions of the prior agreement. However, this agreement was amended to take account of the clauses already agreed upon by the parties and of the latest wage offers made by the employer, September 24. The

questions remaining in dispute were referred to a conciliation officer. In case of failure by the conciliation officer to bring the parties to an agreement, the Act provided for submission of the matters in dispute to compulsory arbitration.

Saskatchewan

On January 15, 1975, the Maintenance of Operations of Saskatchewan Power Corporation Act, 1975 received royal assent in Saskatchewan. The Act provided for resumption of employment for striking employees represented by the International Brotherhood of Electrical Workers, local 2067, in accordance with the terms and conditions of the collective agreement in force December 31, 1974. The term of the collective agreement was extended until a new settlement was agreed upon, and strikes and lockouts were prohibited during the extended term.

The Act provided that unresolved matters be submitted to final and binding arbitration. Judge Benjamin Moore of the District Court for Saskatchewan was appointed arbitrator by the Act. The legislation also provides for penalties in case of infringement of the Act. A maximum fine of \$1,000 was established for an offence committed by the corporation or a person acting on behalf of the corporation. A further fine of \$200 for each day or part of a day during which the offence continued was also provided by the Act. A person engaged in a strike against the corporation was liable to a fine of not more than \$100 and to a further fine of \$25 for each day or part of a day during which the offence continues. 

CLC and Chamber both oppose guidelines

The Canadian Labour Congress and the Canadian Chamber of Commerce are an odd couple who find themselves sharing the same living quarters.

Both profess to be appalled at Prime Minister Trudeau's view that the free enterprise system has failed, at least partially, and both see dictatorship looming — the business group anticipating a socialist dictatorship, the CLC seeing it as fascist.

If the two groups are finished fuming, let them calm down and contemplate the recent statement by Arthur Burns, chairman of the Federal Reserve Board in the U.S., and as hard-shelled a free enterprise supporter as exists anywhere:

"If an unemployment rate of 8 or 9 per cent is insufficient to bring inflation to a halt, then our economic system is no longer working as we once supposed. In the future, governmental efforts to achieve economic progress will need to encompass structural reforms as well as responsible monetary and fiscal policies."

That's all Mr. Trudeau has been saying. Too many of our most powerful industries no longer have to set prices in accordance with competition; they are semi-monopolistic, and control the marketplace. That's also true of labour, where a strike by a handful of people can tie up the whole country.

Mr. Trudeau doesn't pretend to

have all the solutions. Maybe permanent wage-price controls, maybe tighter competition and monopoly laws. But the new situation itself is obvious, and it's to realistic solutions for new problems that labour and business alike should be addressing themselves, instead of expending energy on empty denunciations.

Editorial in *The Citizen*, Ottawa

Anti-inflation guidelines termed "moderate"

One of the strongest features of the Trudeau government's anti-inflation program is its moderate, gradualist approach. The government and its advisers have, apparently, been impressed by the shortcomings of the stop-go type of price and income program that has been applied in various forms in other countries. Alternately putting the lid on and taking it off, these programs led to psycho-economic gyrations in which the gains for the economy during the "stop" periods tended to be offset by lack of restraint in the "go" periods.

The Ottawa approach, on the other hand, envisages a longer period of restraint during which inflation is gradually brought to an acceptable level through practical — therefore flexible — formulas of control. The duration and extent of its coverage means the program must be complex in order to be fair, and this complexity is only increased by the fact that the program needs to be accepted and applied at the provincial as well as the federal

level of jurisdiction without plunging the country into constitutional disputes.

It may be argued... that the Trudeau program is the weaker for omitting an essential element of opposition leader Stanfield's earlier proposals, a preliminary price and income freeze while the program is under preparation and the necessary mechanisms are being put in place. Mr. Stanfield's Tories, on the other hand, are attacking the Trudeau program on one of its most valid assumptions, based on foreign experience: that a restraint program requires at least a medium-term, rather than a short-term, approach.

Implicit in the Tory position is the notion that through a brief restraint program we can return to normality, with the forces of a free market economy serving to keep inflation at bay. Implicit in the Grit position is the view that the economy can never again be as self-regulating as the Tories assume it once was, and that new regulators will be needed to secure the gains of the control program.

The Grits are on firmer ground. The duration of their price and income program provides time, which must not be wasted, to put in place new mechanisms fostering competition, worker responsibility in management, consumer protection and selective price and income restraint. In a world of dwindling resources, mushrooming population and a number of social imperatives for resource allocation, such as health and welfare programs, housing, anti-pollution facilities, environmental protection and aid to poor

countries, it is idle to envisage a return to what used to be considered normal.

Editorial in *The Gazette*, Montreal.

Employment and unemployment are both increasing in Canada

Canada during the past 10 years has had immense success in providing a rapidly increasing number of jobs for its population.

You say you don't believe that? Well, in 1964 only 34 of every 100 Canadians were working. That figure now is well over 40.

Since 1964, the population — men, women, children, and babes in arms — has risen by about 3.5 million people, or 18 per cent. The number at work has shot up by 2.8 million or more than 40 per cent.

How is it, then, that 72 of every 1,000 Canadians now available for employment are out of work? That this jobless rate is twice what it was in 1966? That Joe Morris, president of the Canadian Labour Congress can be quoted in *The Star* as looking to 1976 as a "bad year, a bitter year...?"

The answer is this: There has been a startling increase in the number of Canadians who say they want jobs.

Ten years ago, less than 55 per cent of Canadians 14 years old or more regarded themselves as available for work — and therefore as unemployed if they couldn't get it. Now it's almost 60 per cent.

That's called the participation rate. It measures the number of people actually in the labour market against the total of those who could be, if they wished.

Break it down and you'll see more clearly what has happened. Among women aged 25 to 64, the participation rate has risen from 32 per cent in the mid-60s almost to 45 per cent. In the youngest group — males and females aged 14 to 24 — participation is up much more modestly, from 43 to 56 per cent.

In a sense, women of the 25 to 64 group consistently have been able to get work which otherwise might have gone, directly or indirectly, to younger people. Unemployment among the young is more than 12 per cent; among women, less than 6 per cent.

Women past the first flush of youth clearly are regarded as more productive employees. Young people just joining the work force may become frustrated and embittered.

If there's a silver lining, it's on the calendar. The young become older. They eventually join those over-25s among whom, even now, unemployment is not particularly serious.

These statistics raise tough questions about how the economy is managed and what it's reasonable to expect from it.

They must have something to do with Prime Minister Pierre Trudeau's repeated vague sermons about the need for new attitudes among Canadians.

He has suggested that free-market systems don't produce the results they should; that traditional methods of national economic management (and job creation) no longer are very effective; that Canadians expect more than the economy can deliver; that "we have to change something" and that more direct intervention by government seems the only way to go.

Trudeau's government, and others

in Canada, shake a superior finger at us and say: Either change your foolish ways or we'll change them for you.

Maybe, too, they should be saying: We governments must alter our foolish ways and help create conditions in which Canadians have real incentives to change.

Governments have done much to cause the very problems and distortions for which they now blame the public, the unions and the big companies.

Certainly, our current strange combination of high employment and high unemployment was largely the work of governments. Unemployment insurance and administration was liberalized. Politicians encouraged the hopeless but attractive idea that anyone should be able to find work within a few blocks of wherever he happens to be.

When an economy fails to do the impossible, politicians are tempted to threaten it (and the people within it) with the lash if it doesn't shape up. They should examine their own faults, and then change the policy environment to encourage the results they want.

In the case of employment, for example, should we try to swing employers' favor toward young people? Many of the older, married women might then simply drop out of the labour force and keep house, not being counted as unemployed. Hard lines, possibly, but most of the youngsters have no such alternative.

Should there be a national system of subsidies to encourage employment of the young? Broad, government-backed programs combining work and education could bear fruit at both the high school and university levels.

The transition from school to employment — now blackened by hostility and unemployment — should somehow be made less abrupt, less hindered by uncertainty and sheer fright on both sides, and more likely to produce a quick productive relationship.

This is something close to a national crisis. Government threats and philosophical dissertations on “new attitudes” won’t do a thing for it. Specific programs might.

Jack McArthur in *The Toronto Star*

Degrees of unemployment

Unemployment could be less serious in this recession even though more people are out of work.

If that statement sounds a fairly unlikely proposition, it may be because Canadians have yet to realize how many “marginally attached workers” or “supplementary breadwinners” they have in their midst. The terms come from a confidential study by the Economic Council of Canada on the labour market....

On one side, there are the hard-core jobless who are heads of families. On the other, women and young people who get jobs in good times and become laid off in bad, and who are marginally attached to their jobs. They do not bring home the family’s main pay cheque.

The council points out that, while official statistics identify about 10 million Canadians in the work-force, there are in fact between 12 and 13 million who get jobs. The extra numbers do not show up in monthly labour force figures because they are employed only part of the year.

When the economy is expanding

fast, marginal workers are attracted into jobs and there is an increased flow of immigrants who also take up new jobs. In recession, the part-timers don’t go back to their homes or back to school. They look for other jobs and add to the numbers of unemployed.

Studies suggest the hard-core jobless rate is lower than it was, for example, in the 1961 recession. The reservoir of marginally attached workers has grown. That means both more unemployment in periods of growth — because then participation rates climb — and increased numbers of jobless when the economy faces recession. Things are at once worse than before (hence the claims Canada has more people out of work than at any time since the 1930s). And they are also better (fewer family providers may be jobless than in previous downturns).

The whole exercise leads to a proposal that there should be two unemployment rates, not one.

The council does not itself develop separate sets of statistics. But it is one of the study’s implications.

Thus, the existing jobless rate, currently 7.2 per cent, would represent an “economic” rate and a measure of unused labour capacity. A lesser figure would determine the “social” cost in terms of loss of family income.

The Economic Council findings will add to what has now been a long debate over what constitutes full employment, and what is felt to be serious unemployment, in the economy. It is a debate which has often seemed out of touch with reality.

Successive targets have been set, and then discarded. As recently as its 1973 annual review, the Economic Council saw a goal of reducing unemployment by the end of 1975 as “still unattainable.”...

To some, the concept of marginally-attached workers is a sinister one. Is not the main aim to create jobs for all who want them?

To others, dividing up the jobless between those who have greater and lesser needs for work is fair, and could help in laying to rest the starry notion that Canada could ever achieve the full employment targets that were set in the 1960s.

What has become clearer in Ottawa is that those who take the pragmatic approach to jobless rates are winning out. The Economic Council study will reinforce their views. And policy is already being formulated with less regard for its impact on employment.

Changes in the economy may be threatening future jobs as much as a future rise in prices. But official policy for the next three years is to be shaped around getting inflation down — even if, when the world economy recovers, this single-minded approach means Canadians may have to forego some growth and some jobs...

The government is not going to be allowed to pursue a prices policy without having a policy on jobs. The need to create employment is something which is going to undermine the anti-inflation effort when our own and other economies start to expand...

Peter Cook
Financial Times News Service
In, *The Citizen*, Ottawa

● **FORUM** invites readers to freely express their opinions on topics of concern to the working population.

Letters must be signed and length should not exceed 600 words.

Books

Chavez and the Farm Workers

by **Ronald B. Taylor**, Beacon Press, Boston, 1975

The plight of farm workers is one of the few social issues that still evokes sympathy and compassion. Ronald Taylor puts it in perspective. His book is about power.

The political power of California's agribusiness has been used since the turn of the century to thwart farm labour unionization. Taylor details the acquisition of power in California by a small band of field workers led by Cesar Chavez. He describes their struggle with the mammoth Teamsters union that invaded their jurisdiction at the request of the corporate growers. The Nixon administration is cast in the role of initiator of the conspiracy to crush Chavez.

As an investigative reporter for the *Fresno Bee*, Taylor knows first-hand the rural California scene. He is a gruff, seasoned reporter, who 20 years ago began his career by writing for trade journals that advised the same growers whose anti-union antics he now exposes. In 1962 he watched an obscure, ex-farm worker, Cesar Chavez, start the small union that grew into La Causa — a movement to shake the structure of agribusiness.

Taylor's account is the most accurate portrayal of Chavez and his movement to date. It is not a partisan book, although Taylor reveals a deep admiration for Chavez and obviously supports the

cause of farm labour organization. It is less the story of Chavez than it is a chronicle of a group of farm workers audacious enough to attack the power base of the California industry that produces \$8 billion in food and fiber each year.

Yet Chavez's strengths and weaknesses emerge as Taylor tells the story by drawing on interviews with people who know Chavez best. There's the inner circle of union leaders — Dolores Huerta, Jim Drake, Jerry Cohen, Richard and Manuel Chavez. Others include Bill Kircher, who brought Chavez into the AFL-CIO fold; religious leaders like Chris Hartmire and Monsignor George Higgins, who threw the full weight of the churches behind the international boycotts of grapes and lettuce called by Chavez.

Though his strategies included long fasts, religious processions, non-violence and civil disobedience, Chavez emerges from the book as a traditional union leader with the goal of organizing workers to bargain collectively with employers for better wages and working conditions. His union's efforts have nearly doubled wages in ten years. Farm workers are covered by health and welfare medical plans and protected from pesticides in the fields. Before Teamster raids took away most of their contracts, the United Farm Workers had a \$4.4 million reserve for the Robert F. Kennedy Health and Welfare Plan and was paying out \$1.4 million a year in medical benefits among the union's 60,000 members.

Taylor shows Chavez to be a superb

organizer, full of energy and imagination, always searching for a way to trigger issues that will keep the cause before the public. He gives total concentration to one thing at a time and is more of a listener than a gifted speaker, hence a better leader. He is a tough labour leader ready to fight (bad-tempered at the bargaining table) in the political arena and in the smokey rooms where AFL-CIO leaders try to control him. But he is also a nature-lover raising bees at his union's mountain headquarters and training his own guard dogs.

The Chavez Taylor presents is also short in administrative skills. He seems unwilling to delegate authority and allows himself to get caught up in the trivial paper shuffling at headquarters.

Though Chavez maintains a near absolute control at the top, Taylor makes it quite clear that he believes in union democracy in theory and practice. "The hiring hall, the seniority system — with all its problems — and the grievance procedures all depend upon the union's basic building block, the ranch committee. The workers on each ranch covered by contract elect five workers from within their ranks to represent them in their dealings with both the employer and the union staff... In Chavez's mind, the ranch committees — and the great mass of workers they represent — are a separate structure within the UFWA, and they must remain separate from the administrative staff if the union is to survive."



California sheriff's deputies attack a UFW picket line during the 1973 grape strike.

The ranch committee replaced the grower's absolute managerial prerogative. The hiring hall gave the union control over the supply of labour, forcing the labour contractors — profiteering middlemen — out of business. "La Causa became a struggle to radically shift the balance of power from the agribusiness managers to the union of farm workers; but it was even more than a power struggle, it was a social revolution because of the emphasis on social services, on land reforms and community-development projects," Taylor explains.

In 1973, due to what Taylor convincingly argues was a conspiracy among the Teamsters, agribusiness, California's state government under Ronald Reagan, and the Nixon administration, the farm workers union lost most of its hard-won lettuce and grape contracts. The Teamster contracts were on a par with the UFWA contracts in wages and fringe benefits. "But the major difference in the UFWA and Teamster contracts was the Teamster concession to the growers allowing them to return to the crew boss-farm labour contractor system that gave the boss absolute control over the worker. Another difference between the Teamster and UFWA organizational structure and attitude came in the area of worker involvement in union affairs. The Teamsters run a top-down organization."

Taylor ends his book with a passionate plea for legislation for farm workers that will give them the protections other workers enjoy in freely electing their collective bargaining agents. He feels that

Chavez's union still commands the loyalty of most of the farm workers in the West and Southwest and can legitimately claim to represent the farm labour force. He leaves the reader with the impression that Chavez will prevail. For Chavez's power-bloc is intact. AFL-CIO president George Meany, speaking for 14 million workers, says: "This is our fight and we are involved and are going to stay involved until the sour grapes of oppression taste sweet again. The growers know that if the UFWA is destroyed the spirit of the farm workers will be broken and the workers will be more manageable."

Since the publication of Taylor's book, his appeal for farm labour law has been realized. On August 28, the California Agriculture Labor Relations Act, took effect and farm workers began to petition for free,

secret ballot elections to vote the Teamsters out of the fields. To explain the new law to farm workers, Chavez himself walked a thousand miles throughout the state. The outcome of the elections, at this time, is uncertain. But Chavez has already won the most important battle in bringing farm workers out of serfdom. "For 80 years farm workers thought the grower was invincible," Chavez told Taylor, "but now the myth is broken, it was shattered when we found we could win. Now the workers are no longer afraid."

— John Bank

John Bank is a Ph.D. student in industrial relations at the London Graduate School of Business Studies (U. of London) Britain.

Fifty Years Ago

In the days before a Food Prices Review Board or anti-inflation guidelines, *The Labour Gazette* of February, 1926 reported that it cost an average family of five \$11.50 a week for food — including 29 staple items. In those days, it would seem that family sizes tended to be larger, while **food prices** were lower than today. Adding the cost of fuel and rent to food, the total weekly budget averaged \$21.87.

But people could eat well on relatively little — sirloin steak cost 28.6 cents a pound and rib roast cost 21.4 cents. Baking in those days was also much cheaper than today with lard costing less than 25 cents a pound, eggs 50 cents a dozen and a category known as “cooking eggs” only 41.5 cents. Dairy butter averaged 45.4 cents a pound and creamery butter 49.8 cents.

Nevertheless, prices were rising. Bacon at 41.7 cents a pound, pork roast at 29.1 cents a pound, and salt pork at 27 cents a pound were all higher than January 1926. So were onions at 4.9 cents a pound, and potatoes at \$2.92 for 90 pounds. However, homemakers had some good news too — corn syrup, at 46.4 cents for five pounds was cheaper than the previous month.

The costs of home heating were on the rise, though. Anthracite coal was up to \$18.93 a ton, while bituminous coal cost more than a month earlier, at \$10.59 and four foot lengths of hard wood for stoves was up to \$12.24 a cord.

Fifty years ago, on February 1, the Ford Motor Company began again to

issue **profit sharing** certificates to its employees. The plan had been temporarily discontinued in April 1925, when a quota of \$25 million was reached. Under the plan, which originated in January 1920, the employees would receive a share of the profits every six months. When the plan was started the men were told that out of their pay envelopes they could deposit with the company an amount of money not in excess of one third of their wages. Company banks were set up in the shops and held an employee's money until he had paid in \$100 when a certificate for that amount, guaranteeing the man at least 6 per cent interest on his investment, was issued. The only change made in the plan, which took place February 1, was that an employee was not allowed to invest more than one fourth of his pay in profit sharing certificates. There were 35,000 Ford employees holding certificates before February 1, and many more requested to enrol in the

plan after that date. While the company never promised more than 6 per cent interest, the rate actually paid always ranged from 14 to 16 per cent.

On another topic — a report on the labour scene carried in the February 1926 issue of *The Labour Gazette* noted the Dowager Countess of Warwick offered to give her estate in England to the British Trades Union Congress. The TUC accepted, and planned to use the thousand-acre property in Essex for a **trade union college**. The *Gazette* also noted that the TUC was faced with a decision whether or not to continue supporting Ruskin College — the labour college at Oxford — and the Central Labour College in London now that it had the Dowager Countess' Easton Lodge.

— Kathleen E. Whitehurst



Public Archives

Fifty years ago, rural groceries offered conversation as well as food.

PRICES & EMPLOYMENT

Consumer, December

The Consumer Price Index (1971 = 100) advanced 0.1 per cent to 144.3 in December from 144.1 in November, the lowest month-to-month rise since October 1972. The slowdown of the rate of increase in the all-items index, was mainly due to a 0.7 per cent decline in the level of food prices. The housing component, which increased 0.9 per cent from November, was chiefly responsible for the latest overall advance, with an increase in the clothing index contributing to a lesser extent. In contrast to the decline in the food component, the index for all-items, excluding food, rose 0.5 per cent. Because of the deceleration of price increases at the end of the year, the index was 9.5 per cent above its December 1974 level, the first time in almost two years that any 12-month change in the CPI has recorded less than 10 per cent.

The major contributing factors to the 0.7 per cent decline in the food index, were lower prices for pork products, and for beef. Prices were also lower for fresh fruit, most cereal and bakery products, soft drinks consumed at home, sugar, and for fats and oils. Partially offsetting these decreases were higher prices for some fresh vegetables and for restaurant meals. Shelter charges for both owned and rented accommodation and household operation costs advanced and were responsible for much of the 0.5 per cent rise in the index for all-items excluding food; this included increased domestic gas rates in Vancouver and Montreal. Higher dry cleaning charges and

higher prices for appliances also contributed to the rise in the all-items index.

In terms of goods and services, the price level of goods, inclusive of food, declined 0.1 per cent while it increased 0.9 per cent for services.

On a seasonally adjusted basis the all-items index advanced 0.3 per cent from November to December. This included a 0.4 per cent decline in the food index and a 0.6 per cent increase for all items excluding food.

Consumer price indexes rose in ten cities during December, declined in two and were unchanged in two. Changes ranged from a decline of 0.1 per cent in Quebec City and Regina to an increase of 0.6 per cent in Halifax. In other cities, prices advanced 0.2 in St. John's and Toronto; 0.3 in Saint John; 0.4 in Ottawa and Calgary; 0.5 in Thunder Bay and Winnipeg; and 0.1 in Saskatoon and Vancouver. In Montreal and Edmonton there was no change. The percentage increase from December 1974 to December 1975 was 10.2 in St. John's; 11.2 in Halifax; 10.6 in Saint John and Saskatoon; 9.3 in Québec City; 9.7 in Montreal; 9.4 in Ottawa; 9.0 in Toronto; 10.3 in Thunder Bay and Calgary; 11.3 in Winnipeg; 9.9 in Regina; 9.8 in Edmonton; and 8.8 in Vancouver.

Employment, December

The seasonally adjusted employment level in December was 9,367,000, a decline of 21,000 from November,

Statistics Canada reported. The main change was in part-time employment — a decrease of 43,000. There was an increase of 24,000 in full-time employment.

Without seasonal adjustment, the labour force in December was estimated at 9,923,000, with 9,226,000 employed and 697,000 unemployed — an unemployment rate of 7.0 per cent, compared with 6.4 per cent in November. In December 1974, the labour force was 9,715,000 with 9,118,000 employed and 597,000 unemployed — a rate of 6.1 per cent.

The seasonally adjusted unemployment rate was 7.1 per cent in December, compared with 7.3 per cent in November, and 6.0 per cent in December 1974. The adjusted unemployment level declined by 21,000 to 713,000 in December. There was little change in unemployment for men 25 and over but it decreased for those 14 to 24 and for women 25 and over.

On a provincial basis, adjusted unemployment rates, with November figures in parentheses, were: Newfoundland 17.1 per cent (18.1 per cent); Nova Scotia 8.2 per cent (8.4 per cent); New Brunswick 11.5 per cent (13.5 per cent); Québec 9.2 per cent (9.2 per cent); Ontario 6.1 per cent (6.0 per cent); Manitoba 3.3 per cent (3.7 per cent); Saskatchewan 3.2 per cent (4.0 per cent); Alberta 2.7 per cent (2.9 per cent); British Columbia 7.5 per cent (8.1 per cent). Because of the small sample size in Prince Edward Island, estimates of unemployment are subject to error and are not published.

Additions to the Library

LIST NO. 321

The publications listed below are recent acquisitions to Labour Canada's library. If they are not available at your local public, business, or university library, they may be borrowed from Labour Canada by writing to: The Chief Librarian, Labour Canada, Ottawa K1A 0J2. When ordering, please indicate the list number, publication number, and the issue of *The Labour Gazette* in which the list appeared.

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2. Québec (Province). Ministère du travail et de la main-d'œuvre. Règlement concernant les établissements industriels et commerciaux. Regulations concerning industrial and commercial establishments. Québec, Editeur officiel du Québec, 1973. 84p.

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3. Symposium on Arbitration of Labor Disputes, April 19, 1974. (Papers) in Proceedings of the American Philosophical Society, v.118, no.5, October 15, 1974. p.409-430.

4. Whitesides, Keith R. Industrial tribunals, by K.R. Whitesides and Geoffrey Hawker. London, Sweet & Maxwell, 1975. 118p.

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5. U.S. Bureau of Labor Statistics. Technological change and manpower trends in five industries: pulp and paper, hydraulic cement, steel, aircraft and missiles and wholesale trade. Washington, G.P.O., 1975. 58p.

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CHAVEZ, CESAR ESTRADA

8. Levy, Jacques E. Cesar Chavez: autobiography of La Causa. New York, Norton, 1975. 546p.

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9. Roeber, Joe. Social change at work; the ICI weekly staff agreement. New York, Wiley, 1975. 342p.

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11. Grange, S.G.M. The constitutionality of federal intervention in the market place — the competition case. With an introductory commentary by R.M. Fowler. Montreal, C.D. Howe Research Institute, 1975. 49p.

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12. Canada. Department of Labour. Collective Bargaining Division. Cost of living allowance, December 31, 1974. Indemnité de vie chère, le 31 décembre 1974. Ottawa, 1975. 9, 16p.

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13. Institute of Personnel Management. Information Department. Company day nurseries, by Christine Day. London, 1975. 61p.

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14. International Labour Office. Special national procedures concerning non-discrimination in employment, with particular reference to the private sector, a practical guide. Geneva, 1975. 65p.

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15. U.S. Bureau of Economic Analysis. Area economic projections, 1990: states and regions, BEA economic areas, SMSA's, non-SMSA portions of BEA economic areas. Washington, G.P.O., 1974. 237, 13p.

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16. Committee for Economic Development. Progress toward recovery of the economy; CED symposium. New York, 1975. 57, 2p.

17. Corbet, Hugh, comp. In search of a new world order. Edited by Hugh Corbet and Robert Jackson. London, Croom Helm in association with the Trade Policy Research Centre and the Round Table, 1974. 288p.

18. Federation of Swedish Industries. Policy and practice, some basic considerations. Stockholm, 1975. 23p. Titre en français: Politique et pratique, quelques lignes fondamentales.

19. The UK economy; a manual of applied economics. Edited by A.R. Prest and D.J. Coppock. 5th ed. London, Weidenfeld and Nicolson, 1974. 292p.

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23. Sharir, Shmuel. The impact of the standard workweek on workers' behavior: a critical view. London, Ont., University of Western Ontario, Department of Economics, 1975. 9p.

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37. Alberta Federation of Labour (CLC). Alberta Trade Union Act, proposed by the Alberta Federation of Labour, September, 1975. Edmonton, 1975. 44p.

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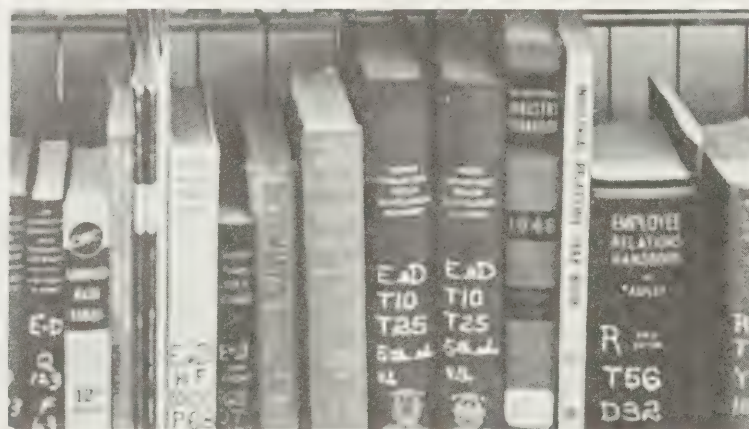
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labour statistics

Principal Items	Date	Amount	Percentage Change from	
			Previous Month	Previous Year
(in thousands)				
TOTAL CIVILIAN LABOUR FORCE*				
Week ended November 15, 1975		9,972	— 0.1	+ 3.0
Employed	November 1975	9,332	— 0.8	+ 1.6
Agriculture	" "	460	— 6.9	+ 6.7
Non-agriculture	" "	8,872	— 0.4	+ 1.3
Paid workers	" "	8,308	— 0.8	+ 1.6
At work 35 hours or more	" "	5,659	+ 55.4	— 3.6
At work less than 35 hours	" "	3,270	— 38.3	+ 9.7
Employed but not at work	" "	403	— 13.5	+ 18.9
Unemployed	" "	640	+ 11.1	+ 29.8
Atlantic	" "	86	+ 17.8	+ 32.3
Quebec	" "	218	+ 11.8	+ 28.2
Ontario	" "	192	+ 7.3	+ 32.4
Prairies	" "	51	+ 24.4	+ 45.7
British Columbia	" "	93	+ 5.7	+ 19.2
Without work and seeking work	" "	596	+ 8.2	+ 29.3
On temporary layoff up to 30 days	" "	44	+ 76.0	+ 37.5
INDUSTRIAL EMPLOYMENT (1961 = 100)†				
August 1975		143.8	+ 0.3	— 1.5
Manufacturing employment (1961 = 100)†	" "	127.7	+ 1.1	— 6.8
IMMIGRATION				
1st 6 months 1975		94,907	—	—
Destined to the labour force	" " " "	42,301	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts	October 1975	289	+ 12.6	+ 37.6
No. of workers involved	" "	115,950	+ 36.6	+ 82.8
Duration in man days	" "	1,424,443	+ 4.1	+ 107.5
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	August 1975	205.73	+ 0.3	+ 11.7
Average hourly earnings (mfg.)†	" "	5.06	— 0.2	+ 12.3
Average weekly hours paid (mfg.)†	" "	38.4	+ 0.8	— 0.8
Consumer price index (1971 = 100)††	November 1975	144.1	+ 0.9	+ 10.4
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	August 1975	138.3	+ 0.4	+ 3.3
Total labour income (millions of dollars)†	October 1975	7,578.3	— 0.8	+ 12.6
INDUSTRIAL PRODUCTION†				
Total average (1971 = 100)††	October 1975	111.0	— 0.5	— 5.6
Manufacturing	" "	110.3	— 0.4	— 5.4
Durables	" "	113.9	—	— 5.5
Non-durables	" "	106.8	— 0.9	— 5.4
NEW RESIDENTIAL CONSTRUCTION**				
Starts	October 1975	23,181	—	+ 78
Completions	" "	16,454	—	— 26
Under construction	" "	143,550	—	— 5

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

††Effective with the index for August 1975, the Consumer Price Index and the Industrial Production for October 1975 have been converted from 1961 = 100 to a 1971 = 100 time reference base.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-75

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	Per Cent of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974					
October	95	210	63,418	686,480	0.39
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,220	0.34
May	103	251	107,628	680,950	0.38
June	93	263	62,494	839,410	0.48
July	92	273	115,192	1,299,840	0.69
August	82	274	113,053	1,381,930	0.79
September	56	254	84,856	1,368,880	0.79
October	66	289	115,950	1,424,443	0.78

*Preliminary.

STRIKES AND LOCKOUTS, OCTOBER 1975

BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry	—	2	329	7,240
Fishing & Trapping	1	1	500	2,500
Mines	3	20	9,211	158,970
Manufacturing	41	165	57,570	826,453
Construction	2	15	5,391	55,120
Transpn. & utilities	5	24	22,061	221,330
Trade	1	18	5,557	49,710
Finance	—	1	190	4,180
Service	7	15	10,656	49,590
Public administration	6	15	4,485	49,350
All industries	66	289	115,950	1,424,443

STRIKES AND LOCKOUTS, OCTOBER 1975

BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	0	5	467	10,260
Prince Edward Island	1	1	50	540
Nova Scotia	3	7	5,398	44,270
New Brunswick	3	11	1,897	26,330
Quebec	24	99	35,966	411,283
Ontario	24	97	28,458	510,190
Manitoba	0	6	768	7,300
Saskatchewan	1	5	841	18,080
Alberta	4	13	2,809	32,640
British Columbia	3	39	20,970	183,030
Federal	3	6	18,326	180,520
All jurisdictions	66	289	115,950	1,424,443

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Oct.	Accu- mulated	Termi- nation Date	Result
WOOD							
Canadian Forest Products Hunting-Meritt, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,740	185,134	Sept. 13 1972	Shorter hours, elimination of piece work, rates of pay —	
FURNITURE AND FIXTURES							
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)	350	7,700	23,450	July 29	Wages, incentive pay —	
PAPER							
Sonoco Products Ltd., Terrebonne, Quebec	Féd. des travailleurs des pâtes et papiers (CSN)	110	2,420	32,010	Sept. 9	Seniority, COLA —	
Emballage Domtar Ltée, Montreal, Quebec	Chemical Workers Loc. 314 (AFL-CIO/CLC)	260	5,720	35,870	Apr. 7	COLA clause —	
Perkins Papers Ltd., Candiac, Quebec	Féd. des travailleurs des pâtes et papiers (CSN)	135	2,970	12,160	June 25	Not reported —	
Abitibi Paper Co. (Thunder Bay Mill), Thunder Bay, Ontario	Canadian Paperworkers Loc. 249 and 134 (CLC)	292	6,470	24,000	July 9	Union wants to bargain for all Abitibi mills —	
Abitibi Provincial Mill, Thunder Bay, Ontario	Canadian Paperworkers Loc. 239 (CLC)	400	8,860	32,580	July 10	Union wants to bargain for all Abitibi mills —	
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (CLC)	252	5,580	20,340	July 11	Union wants to bargain for all Abitibi mills —	
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)	380	8,410	30,660	July 11	Union wants to bargain for all Abitibi mills —	
Abitibi Paper Co. Ltd., Iroquois Falls, Ontario	Canadian Paperworkers Loc. 90 and 109 (CLC)	900	19,930	70,720	July 13	Union wants to bargain for all Abitibi mills —	
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,930	27,880	July 15	Union wants to bargain for all Abitibi mills —	
Abitibi Paper Co., Smooth Rock Falls, Ontario	Canadian Paperworkers Loc. 32 (CLC)	330	7,310	25,700	July 15	Wages, fringe benefits —	
Pulp & Paper Industrial Relations Bureau, various locations, B.C.	Pulp, Paper and Woodworkers (CCU) Canadian Paperworkers (CLC)	12,580	80,870	772,770	July 16 Oct.9	Wages — Return of workers when legislation passed —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		Oct.	Accu- mulated		Result
Abitibi Provincial Paper, Thorold, Ontario	Canadian Paperworkers Loc. 290 (CLC)	700	15,500	53,500	July 17	Wages, fringe benefits —
Scott Paper Ltd., New Westminster, B.C.	Canadian Paperworkers Loc. 456 (CLC)	480	26,410	49,730	July 25 Oct. 9	Wages, fringe benefits —
Somerville Industries Ltd., London, Ontario	Chemical Workers Loc. 817 (AFL-CIO/CLC)	232	5,100	13,450	Aug. 10	Length of contract —
Prince Albert Pulp Co. Ltd., Prince Albert, Saskatchewan	Canadian Paperworkers Loc. 1120 (CLC)	386	8,550	22,060	Aug. 13	Severance pay —
Belkin Packaging (Folding Carton Div.), Richmond, B.C.	Canadian Paperworkers Loc. 433 (CLC)	142	990	990	Aug. 19 Oct. 9	Not reported — Not reported —
Abitibi Paper Co., Beaupré, Quebec	Canadian Paperworkers Loc. 138 (CLC)	540	11,960	28,160	Aug. 20	Wages —
Macmillan Bloedel (folding Carton Div.), Burnaby, B.C.	Canadian Paperworkers Loc. 433 (CLC)	140	980	980	Aug. 25 Oct. 9	Not reported — Not reported —
Domtar Packaging Ltd., Etobicoke, Ontario	Chemical Workers Loc. 495 (AFL-CIO/CLC)	340	7,480	14,280	Sept. 2	Fringe benefits, other contract issues —
Belkin Packaging (Board Mill Div.), South Burnaby, B.C.	Canadian Paperworkers Loc. 1129 (CLC)	141	990	990	Sept. 3 Oct. 9	Not reported — Not reported —
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Canadian Paperworkers Union Loc. 39 and 257 (CLC)	1,400	31,000	54,000	Sept. 8	Wages, fringe benefits, other contract issues —
Crown Zellerbach Canada Ltd., Richmond, B.C.	Canadian Paperworkers Union Loc. 433 (CLC)	485	3,120	11,370	Sept. 8 Oct. 9	Wages, fringe benefits — Workers returned when bill 146 was passed by provincial legislation —
Belkin Packaging (corrugated Div.), Richmond, B.C.	Canadian Paperworkers Loc. 433 (CLC)	154	1,080	1,080	Sept. 8 Oct. 9	Not reported — Not reported —
Spruce Falls Power & Paper Co. Ltd., and Kimberley-Clark of Canada Ltd., Kapuskasing, Ontario	Canadian Paperworkers Union Loc. 89 and 256 (CLC) IBEW Loc. 1149 (AFL-CIO/CLC)	1,530	33,880	54,640	Sept. 12	Wages, length of new contract —
Domtar Packaging Ltd., Red Rock, Ontario	Canadian Paperworkers Union Loc. 255 and 528 (CLC)	450	9,960	15,420	Sept. 13	Wages, other contract issues —
The E.B. Eddy Co., Hull, Quebec	Various unions	900	19,930	28,610	Sept. 17	Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					Oct.	Accumulated	Result		
Forestry									
	The E.B. Eddy Co. Ottawa, & Gatineau River, Quebec.		Carpenters Loc. 2817 (AFL-CIO/CLC)	250	5,500	17,000	July 28		Not reported —
Fishing & Trapping									
	Various Fishing Companies various locations, N.S.		CBRT Loc. 611 (CLC) & unorganized	500	2,500	2,500	Oct. 23 Oct. 30		Higher price for scallops — Return of fishermen
Mines									
METAL									
	Falconbridge Nickel Mines Ltd., Falconbridge, Ontario.		Mine, Mill and Smelters Workers Union Loc. 598 (Ind.)	3,500	77,500	180,000	Aug. 21		Wages, fringe benefits —
	Griffith Mine, Bruce Lake, Ontario.		Steelworkers Loc. 7020 (AFL-CIO/CLC)	405	8,970	12,440	Sept. 19		Wages, fringe benefits —
	Quebec Iron & Titanium Corp., Havre St-Pierre, Quebec.		Steelworkers Loc. 4466 (AFL-CIO/CLC)	425	3,830	6,810	Sept. 21 Oct. 15		Wages, COLA clause — Return of workers
	Similkameen Mining Co. Ltd., Princeton, B.C.		Steelworkers Loc. 649 (AFL-CIO/CLC)	253	2,430	2,430	Oct. 18		Wages, other contract issues —
NON-METAL									
	Asbestos Corporation Ltd., Thetford Mines, Quebec		Fed'n of Metal Trades Unions (CNTU)	1,956	23,470	291,450	Mar. 18 Oct. 20		Wages, COLA clause, working conditions — Return of workers
	Lake Asbestos of Quebec Ltd., Black Lake, Quebec		Steelworkers Loc. 7649 (AFL-CIO/CLC)	525	6,300	78,250	Mar. 18 Oct. 20		Wages, COLA clause, working conditions — Return of workers
	Bell Asbestos Mines Ltd. Thetford Mines, Quebec		Steelworkers Loc. 8026 and 7285 (AFL-CIO/CLC)	440	5,280	65,560	Mar. 18 Oct. 20		Wages, COLA clause, working conditions — Return of workers
	Carey Canadian Mines Ltd., East Broughton, Quebec		Fed'n of Metal Trades Unions (CNTU)	370	4,810	55,500	Mar. 18 Oct. 21		Wages, COLA clause, working conditions — Return of workers
	National Asbestos Mines Ltd., Thetford Mines, Quebec		Fed'n of Metal Trades Unions (CNTU)	170	2,040	25,330	Mar. 18 Oct. 20		Wages, COLA clause, working conditions — Return of workers
	Canadian Salt Co., Windsor, Ontario		Auto Workers Loc. 195 and 240 (CLC)	323	7,110	34,240	Apr. 28		Not reported —
	Aluminum Co. of Canada, St. Lawrence, Nfld.		Fed'n of Metal Trades Unions (CNTU)	400	8,800	40,800	June 9		Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved		Accu- mulated	Termi- nation Date	Major Issues
Location	Union		Oct.			Result
QUARRIES						
Domtar Chemicals Ltd., Beachville, Ontario	Chemical Workers Loc. 9-640 (AFL-CIO/CLC)	135	2,940	2,940	Oct. 1	Wages, other contract issues —
Manufacturing						
FOOD AND BEVERAGES						
B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,570	26,820	June 2	Wages —
Société Coop. avicole régionale St-Damase, St-Damase, Quebec	Féd. du commerce (CSN)	249	5,480	18,430	July 18	Wages, fringe benefits —
Weston Bakeries Ltd., Vancouver, B.C.	Bakery Workers Loc. 468 (AFL-CIO/CLC)	100	2,200	4,900	Aug. 22	Wages —
Empress, Mother Hubbard & Mrs. Willmans, Vancouver, B.C.	Bakery Workers Loc. 468 (AFL-CIO/CLC)	190	1,330	1,330	Aug. 25 Oct. 9	Not reported — Not reported —
Park & Tilford, Vancouver, B.C.	Brewery Workers Loc. 300 (AFL-CIO/CLC)	110	2,420	3,740	Sept. 13	Wages, fringe benefits, other contract issues —
Coopérative Agricole Granby, Granby, Que.	Syndicat des employés de coop. agricole de Granby (CSD)	360	3,600	3,600	Oct. 18	Wages, fringe benefits, other contract issues —
Cadbury-Schweppes Powell Ltd., Whitby, Ont.	Teamsters Loc. 467 (Ind.)	115	360	360	Oct. 28	Other contract issues —
RUBBER						
Lawron Industries Ltd., American Wringer Div., Farnham, Quebec	Rubber Workers Loc. 602 (AFL-CIO/CLC)	130	2,860	10,400	July 10	Not reported —
B.F. Goodrich Canada Ltd., Waterville, Quebec	Rubber Workers Loc. 696 (AFL-CIO/CLC)	242	360	360	Oct. 23 Oct. 27	Working conditions — Terminated by mutual agreement —
LEATHER						
Dependable Shoe Mfg. Co., Montreal, Quebec	Food Workers Loc. L-102 (AFL-CIO/CLC)	136	2,990	16,060	May 15	Not reported —
TEXTILES						
Esmond Mills Ltd., Granby, Quebec	Féd. canadienne des travailleurs du textile (CSD)	450	9,900	29,700	July 30	Not reported —
Versatile Knitting, Cornwall, Ontario	Textile workers Union Loc. 1898 (AFL-CIO/CLC)	126	2,180	3,100	Sept. 19 Oct. 27	Wages — Return of workers —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved		Accu- mulated	Termini- nation Date	Major Issues
Location	Union		Oct.			Result
The E.B. Eddy Co., Ottawa, Ontario	Various unions	600	13,290	19,080	Sept. 17	Wages, fringe benefits —
Ontario Paper Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 84 and 101 (CLC) ILA Loc. 1477 (AFL-CIO/CLC) Canadian Operating Engineers Loc. 103 (CCU)	950	21,040	30,200	Sept. 17	Wages —
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Union Loc. 212 (CLC)	1,135	25,130	35,260	Sept. 18	Wages, fringe benefits, other contract issues —
Kimberley-Clark of Canada Ltd., St. Catharines, Ontario	Canadian Paperworkers Union Loc. 289 (CLC)	152	3,370	4,840	Sept. 18	Wages —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 192 (CLC)	192	4,250	5,960	Sept. 18	Wages —
Domtar Fine Papers Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 77 (CLC)	256	1,880	2,690	Sept. 18	Wages —
Cie. Gaspesia, Chandler, Quebec	Canadian Paperworkers Union Loc. 455 and 858 (CLC)	525	11,630	14,440	Sept. 23	Wages, fringe benefits —
La Cie Price Ltée, Kenogami, Quebec	Canadian Paperworkers Union Loc. 50 (CLC)	350	7,750	9,500	Sept. 24	Wages, fringe benefits —
Eddy Forest Products Ltd., Espanola, Ontario	Canadian Paperworkers Union Loc. 74 and 156 (CLC)	725	14,980	14,980	Oct. 3	Wages, fringe benefits —
Domtar Pulp Ltd., Lebel-sur-Quevillon, Quebec	Canadian Paperworkers Union Loc. 492 (CLC)	400	8,290	8,290	Oct. 3	Wages, COLA clause —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 433 (CLC)	253	5,060	5,060	Oct. 3	Wages —
Consolidated-Bathurst Pulp and Paper, Portage du Fort, Quebec	Canadian Paperworkers Union Loc. 420 (CLC)	350	6,500	6,500	Oct. 6	Wages —
Standard Paper Box, Quebec, Quebec	Fédération des travailleurs du papier et de la forêt (CSN)	175	2,980	2,980	Oct. 8	Suspension of an employee —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					Oct.	Accu- mulated	Termi- nation Date	
								Result
	Consolidated-Bathurst Ltée, various locations, Quebec		Canadian Paperworkers Union 6 locals (CLC)	3,087	45,130	45,130	Oct. 11	Wages, fringe benefits —
	St. Anne Nackawic Pulp & Paper Ltd., Nackawic, N.B.		Canadian Paperworkers Union Loc. 219 (CLC)	364	5,060	5,060	Oct. 12	Wages, fringe benefits —
	Cie James MacLaren Ltée, Buckingham, Quebec		Canadian Paperworkers Union Loc. 11 (CLC)	446	6,350	6,350	Oct. 12	Wages, COLA clause —
	Consolidated-Bathurst Ltée, New Richmond, Quebec		Canadian Paperworkers Union Loc. 574 and 926 (CLC)	685	9,750	9,750	Oct. 12	Wages, fringe benefits —
	Domtar Paper, Dolbeau, Quebec		Canadian Paperworkers Union Loc. 85 and 252 (CLC)	520	7,430	7,430	Oct. 12	Wages, COLA clause —
	Quebec North Shore Paper Co., Baie Comeau, Quebec		Canadian Paperworkers Union Loc. 352 and 375 (CLC)	1,214	16,880	16,880	Oct. 12	Wages —
	Reed Paper Ltd., Quebec, Quebec		Canadian Paperworkers Union Loc. 137 and 250 (CLC)	1,175	16,790	16,790	Oct. 12	Wages, COLA clause —
	Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario		Canadian Paperworkers Loc. 306 (CLC)	140	950	950	Oct. 22	Wages, fringe benefits —
	Macmillan Rothsay Ltd., Saint John, N.B.		Canadian Paperworkers Loc. 601 (CLC)	500	3,040	3,040	Oct. 23	Wages —
	Diamond National of Canada Ltd., Brantford, Ontario		Woodworkers Loc. 2-233 (AFL-CIO/CLC)	111	670	670	Oct. 24	Wages —
	Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario		Canadian Paperworkers Loc. 238 (CLC)	121	610	610	Oct. 24	Wages, fringe benefits, other issues —
	Bowaters Mersey Paper Co., Liverpool, N.S.		Canadian Paperworkers Loc. 259 and 141 (CLC)	450	450	450	Oct. 31	Wages —
	Nova Scotia Forest Industries, Point Tupper, N.S.		Canadian Paperworkers Loc. 972 (CLC)	600	300	300	Oct. 31	Wages —
PRINTING AND PUBLISHING								
	Imprimerie Montreal-Magog Printing, Magog, Quebec		Printing and Graphic Loc. 41 (AFL-CIO/CLC)	152	3,340	19,440	Apr. 21	Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Oct.	Accu- mulated	Termi- nation Date	Result
PRIMARY METALS							
Emco Limited, London, Ontario	Steelworkers Loc. 2699 (AFL-CIO/CLC)	265	5,830	35,000	Apr. 24	Wages, fringe benefits —	
Quebec Iron & Titanium Corp., Tracy, Quebec	Fed. of Metal Trades Mines & Chemical Prod. Union (CNTU)	930	20,460	99,510	June 1	Not reported —	
Steel Co. of Canada, Edmonton, Alberta	Steelworkers Loc. 5220 (AFL-CIO/CLC)	500	8,570	13,390	Sept. 17 Oct. 25	Length of new contract — Not reported —	
Haley Industries Ltd., Haley Station, Ontario	Steelworkers Loc. 4820 (AFL-CIO/CLC)	214	4,710	6,740	Sept. 18	Wages, fringe benefits, other contract issues —	
METAL FABRICATING							
Quebec Wires, Trois-Rivières, Quebec	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,750	26,520	Dec. 16/ 74	Employees locked out, wages for females —	
Greening Donald Ltd., Hamilton, Ontario	Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	3,520	17,760	May 26	Wages —	
Robert Mitchell Co. Ltd., Ville St-Laurent, Quebec	Sheet Metal Workers Loc. 116 (AFL-CIO/CLC)	463	463	16,663	Aug. 12 Oct. 2	Wages — Not reported —	
Croname Donald Limited, Waterloo, Quebec	Steelworkers Loc. 5207 (AFL-CIO/CLC)	105	1,260	4,990	Aug. 15 Oct. 20	Wages, fringe benefits — Not reported —	
Abex Industries of Canada Ltd., Niagara Falls, Ontario	Chemical Workers Loc. 175 (AFL-CIO/CLC)	125	1,500	5,510	Aug. 15 Oct. 20	Wages — Terminated by mutual agreement —	
Kawneer Co. Canada Ltd., Scarborough and Downsview, Ontario	Structural Iron Workers Loc. 757 (AFL-CIO/CLC)	200	4,400	8,400	Sept. 3	Fringe benefits, other contract issues —	
Vic Metal Corporation, Victoriaville, Quebec	Féd. des synd. des mines de la métallurgie et des produits chimiques (CSN)	139	3,060	4,450	Sept. 16	Wages, fringe benefits —	
Ideal Builder's Hardware Ltd., LaSalle, Quebec	Carpenters Loc. 2533 (AFL-CIO/CLC)	207	2,900	3,110	Sept. 30 Oct. 22	Wages — Terminated by mutual agreement —	
Winchester Western (Canada) Ltd., Cobourg, Ontario	Machinists Loc. 788 (AFL-CIO/CLC)	386	970	970	Oct. 4 Oct. 8	Not reported —	
MACHINERY							
Farr Company Limited, Ville de Laval (Mtrl), Quebec	CNTU	100	2,200	14,100	Apr. 14	Not reported —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Oct.	Accu- mulated	Termination Date	Result
Canadian Blower & Forge Co., Kitchener, Ont.	Steelworkers Loc. 3534 (AFL-CIO/CLC)	255	1,790	12,250	June 13 Oct. 10	Wages, fringe benefits — Terminated by mutual agreement —	
Orenstein & Koppel Canada Ltd., Dundas, Ontario	Machinists Loc. 1740 (AFL-CIO/CLC)	143	1,720	9,080	June 16 Oct. 20	Management rights — Terminated by mutual agreement —	
TRANSPORTATION EQUIPMENT							
De Havilland Aircraft of Canada Ltd., Downsview, Ontario	Auto workers Loc. 112 (CLC)	1,691	37,200	82,010	Aug. 22	Wages, COLA clause —	
Heatex, LaSalle, Quebec	Féd. des synd. des mines de la métallurgie et produits chimiques (CSN)	300	6,600	10,800	Sept. 11	Wages —	
ELECTRICAL PRODUCTS							
Gould Manufacturing of Canada Ltd., Fort Erie, Ontario	Steelworkers Loc. 5049 (AFL-CIO/CLC)	120	2,640	6,120	Aug. 20	Wages —	
Phillips Cables Ltd., Brockville, Ontario	IUE Loc. 510 (AFL-CIO/CLC)	553	11,060	23,460	Aug. 29 Oct. 29	Wages and appropriate dates for application of COLA —	
Westinghouse Canada Ltd., Hamilton, Ontario	UE Loc. 555 (CLC)	550	1,100	1,100	Oct. 10 Oct. 15	Wages — Return of workers —	
Canadian General Electric Co., Peterborough, Ontario	UE Loc. 524 (CLC)	2,900	2,900	2,900	Oct. 23 Oct. 24	Safety conditions — Return of workers —	
NON-METALLIC MINERAL PRODUCTS							
Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,200	7,800	July 12	Wages —	
Canada Cement Lafarge Ltd., Fort Whyte, Man.	Cement Workers Loc. 274 (AFL-CIO/CLC)	100	1,140	5,280	Aug. 2 Oct. 17	Wages, fringe benefits — Return of workers —	
Canada Cement Lafarge Co. Ltd., Exshaw, Alberta	Cement Workers Loc. 331 (AFL-CIO/CLC)	120	1,630	5,490	Aug. 17 Oct. 20	Wages — Return of workers —	
Clayburn Industries, Abbotsford and N. Vancouver, B.C.	Teamsters Loc. 213 (Ind.)	120	840	840	Aug. 25 Oct. 9	Not reported — Not reported —	
Dominion Glass Co. Ltd., Burnaby, B.C.	Glass and Ceramic Workers Loc. 238 (AFL-CIO/CLC)	230	4,840	4,840	Oct. 2	Wages, fringe benefits, other issues —	
CHEMICAL PRODUCTS							
Brockville Chemicals Ltd., Maitland, Ontario	Chemical Workers Loc. 721 (AFL-CIO/CLC)	155	1,860	8,380	July 31 Oct. 20	Wages, length of contract — Wage increase —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Oct.	Accu- mulated	Termi- nation Date	Result
T.C.F. of Canada Ltd., Cornwall, Ontario	Textile Workers' Union of America Loc. 1332 (AFL-CIO/CLC)	280	2,600	5,000	Sept. 19 Oct. 14	Wages, fringe benefits —	
Canadian Industries Ltd., Sudbury, Ontario	Steelworkers Loc. 6350 (AFL-CIO/CLC)	100	930	1,360	Sept. 25 Oct. 14	Wages, fringe benefits — Terminated by mutual agreement —	
MISCELLANEOUS MFRG.							
C.C.M. Cho-Wood Products Ltd., St-Jean, Quebec	Woodworkers Loc. 78 (AFL-CIO/CLC)	285	3,420	21,670	July 2 Oct. 20	Wages, fringe benefits, other issues — Not reported —	

Construction

Labour Relations Council of Winnipeg Builders Exchange, Winnipeg, Manitoba	Sheet Metal Workers Loc. 511 (AFL-CIO/CLC)	450	1,350	49,050	May 1 Oct. 6	Wages — Return of workers —
Various mechanical contractors in the Niagara Peninsula	Sheet Metal Workers Union Loc. 537 (AFL-CIO/CLC)	200	4,400	12,600	June 9	Wages —
Alta. Construction Labour Relations Ass'n, Edmonton, Alberta	Painters Loc. 1016 (AFL-CIO/CLC)	300	6,600	30,000	June 11	Wages —
Architectural Glass & Metal Contractors Association, Willowdale, Ontario	Painters Loc. 1819 (AFL-CIO/CLC)	275	6,050	26,130	June 17	Wages, fringe benefits —
Alta. Construction Labour Relations Assoc., Edmonton, Alberta	Asbestos Workers Loc. 110 (AFL-CIO/CLC)	200	4,400	18,800	June 19	Wages, fringe benefits —
Heavy Construction Ass'n of Windsor Windsor, Ontario	Int. Operating Engineers Loc. 793 (AFL-CIO/CLC)	300	6,600	23,100	July 14	Wages —
Niagara Structural Steel Co. Ltd., Douglas Point, Ontario	Int. Operating Engineers Loc. 793 (AFL-CIO/CLC)	125	2,750	8,010	July 31	Protesting manning of equipment —
Lorneville Area Bargaining Authority, Point Lepreau, N.B.	Laborers, other Trade Unions	300	6,600	13,050	Aug. 14	Jurisdictional dispute — Return of workers —
Duranceau Ltée- Desourdy Inc. (Olympic Site), Montreal, Quebec	Various locations	3,000	12,000	12,000	Oct. 20 Oct. 24	Dispute over security rules — Return of workers when injunction issued

Transportation & Utilities

TRANSPORTATION

London Transportation Commission, London, Ontario	Transit Union Loc. 741 (AFL-CIO/CLC)	300	6,640	11,570	Sept. 8	Wages, fringe benefits —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
			Oct.	Accu- mulated	Termination Date	
Location	Union					Result
City of Kitchener, Kitchener, Ontario	Railway Transport and General Workers Loc. 304 (CLC)	214	4,740	8,100	Sept. 9	Wages, fringe benefits —
Quebec North Shore & Labrador Railway, Sept Iles, Quebec	Steelworkers Loc. 8398 (AFL-CIO/CLC)	150	750	750	Oct. 13 Oct. 20	Alleged grievances — Return of workers —
Voyageur Inc., Montreal, Quebec	Teamsters Loc. 106 (Ind.)	385	390	390	Oct. 29 Oct. 30	Wages —

COMMUNICATION

Telephone du Nord du Québec Inc., Val d'Or, Quebec	Communication Workers Loc. 11 (CLC)	365	8,080	25,540	July 26	Wages —
Maritime Telegraph & Telephone Co. Ltd., various locations, N.S.	IBEW Loc. 1030 (AFL-CIO/CLC)	1,918	15,070	88,370	Aug. 8 Oct. 12	Wages, fringe benefits — Return of workers —
Gov't of Canada, Post Office, Canada wide	Postal Workers Various locals (AFL-CIO/CLC)	17,963	176,570	176,570	Oct. 21	Wages, fringe benefits, casual hirings —

POWER, GAS, WATER

Transport Labour Relations, various locations, B.C.	Teamsters Loc. 21, 213 & 351 (Ind.)	250	1,750	14,500	July 21 Oct. 9	Gas companies protesting union refusal to bargain —
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Trade

Les propriétaires de garage de Rimouski, (10 Co.), Rimouski, Que.	Syndicat national des employés de garage de Rimouski Inc. (CSN)	200	4,400	9,600	Aug. 25	Wages, fringe benefits —
B.C. Food Industry Labour Relation Council Vancouver and Victoria areas, B.C.	Food Workers Loc. 212 (AFL-CIO/CLC)	700	4,900	21,000	Aug. 28 Oct. 9	Wages — Return of workers when legislation passed —
B.C. Food Industry Labour Relation Council Vancouver and Victoria areas, B.C.	Retail Clerks Loc. 1518 (AFL-CIO/CLC)	3,600	24,000	90,000	Sept. 5 Oct. 9	Wages — Return of workers when legislation passed —
N.S. Liquor Commission, Province Wide, N.S.	Various Unions	632	7,900	10,530	Sept. 24 Oct. 20	Wage, fringe benefits — Return of workers —

Finance

INSURANCE & REAL ESTATE

Les Prévoyants du Canada, Montréal, Qué.	Féd'n du Commerce (CSN)	190	4,180	24,320	Apr. 22	Wages —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, OCTOBER, 1975 (Preliminary) (Concl'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				Oct.	Accumulated	Termination Date	
Location							Result
Service							
HEALTH & WELFARE							
Flin Flon General Hospital, Flin Flon, Manitoba	Retail Clerks Loc. 832 (AFL-CIO/CLC)		130	2,880	12,270	June 20	Wages, other contract issues —
Various Quebec Hospitals (42), various locations, Quebec	Synd. professionnel des infirmiers du Québec et United Nurse Federation		6,000	19,720	19,720	Oct. 9 Oct. 15	Wages — Return of nurses when injunction issued —
Place Ville Marie Restaurants, Montreal, Quebec	Hotel Employees Loc. 120 (AFL-CIO/CLC)		450	2,250	2,250	Oct. 8 Oct. 15	Wages — Return of workers agreement reached —
MISCELLANEOUS							
L'Ass'n de l'industrie du verre plat du Québec, Province wide, Quebec	Painters Loc. 1135 (AFL-CIO/CLC)		3,200	9,600	60,800	Sept. 9 Oct. 6	COLA clause — Not reported —
Public Administration							
PROVINCIAL							
Nova Scotia Power Corp., various locations, N.S.	IBEW Loc. 1928 (AFL-CIO/CLC)		1,253	17,010	30,990	Sept. 10 Oct. 20	Wage, fringe benefits — Return of workers —
Sask. Liquor Board, Various locations, Saskatchewan	Sask. Gov't Employees' Ass'n Loc. 6 (Ind.)		323	6,730	6,730	Oct. 3	Wages, other contract issues —
New Brunswick Gov't (Treasury Board), Province wide, N.B.	N.B. Public Employees Ass'n (Ind.)		301	4,210	4,210	Oct. 14	Wages —
Gov't of Alberta, Province wide, Alta.	Public Employees Div. 6 (CLC)		1,300	3,900	3,900	Oct. 28 Oct. 30	Wages — Return of workers when injunction issued —
LOCAL							
Ville de Ste-Foy, Ste-Foy, Quebec.	Féd. des employés municipaux et scolaires de Québec (Ind.)		170	3,740	17,340	June 9	Not reported — Not reported —
City of Kelowna, Kelowna, B.C.	Public Employees Loc. 338 (CLC)		300	6,600	12,600	Sept. 3	Wages, job evaluation —
Ville de Montréal, Montreal, Quebec	Féd. des employés de services publics Inc. (CSN)		475	950	950	Oct. 8 Oct. 9	Wages — Return of blue collar foremen —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Conditions of work

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price \$1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price \$1.75. Information Canada, Cat. No. L34-23/1975.

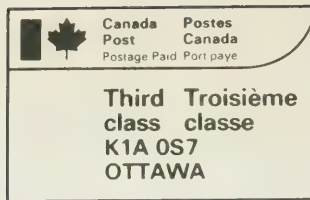
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library, Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 3, March 1976

NEWS BRIEFS

- | | | |
|---|---|--|
| <p>122 PEOPLE</p> <ul style="list-style-type: none"> • Edwards to step down <p>122 MANAGEMENT</p> <ul style="list-style-type: none"> • Executive obsolescence <p>123 STRIKES AND LOCKOUTS</p> <ul style="list-style-type: none"> • Comparisons invalid <p>123 UNIONS</p> <ul style="list-style-type: none"> • Not strong enough <p>124 HEALTH AND SAFETY</p> <ul style="list-style-type: none"> • Areas of conflict • Migrant workers • Alcoholism | <p>125 WORKING CONDITIONS</p> <ul style="list-style-type: none"> • Controversial film shown • Job-induced alcoholism and suicide <p>126 WORK SATISFACTION</p> <ul style="list-style-type: none"> • Quality of life important <p>126 WORKING TIME</p> <ul style="list-style-type: none"> • Flextime • Absenteeism • Japan • United Auto Workers | <p>127 EMPLOYMENT</p> <ul style="list-style-type: none"> • Over-qualified workers in New York City <p>127 DISCRIMINATION</p> <ul style="list-style-type: none"> • Employment agencies <p>127 CONFERENCES</p> <ul style="list-style-type: none"> • Labour relations <p>129 INDUSTRIAL DEMOCRACY</p> <ul style="list-style-type: none"> • An Australian model • Co-determination — Sweden <p>130 THE ECONOMY</p> <ul style="list-style-type: none"> • Textile industry's future in doubt |
|---|---|--|

FEATURES

- 132 **Grace Hartman — a profile** by Jack Williams
- 136 **The grain-handling industry: The Bayda proposal** by Roy LaBerge
- 138 **Immigration policy: a labour-related issue** by George Sanderson
- 144 **Fair comparison criteria: a basis for public-sector collective bargaining in P.E.I.** by G.K. Cowan
- 147 **Labour merger in Quebec: a case against it** by Ivan Guay
- 150 **The changing stance of the professional employee**
- 152 **Labour legislation in Canada 1975 — Part 1C: public sector** by Nicole Marchand

DEPARTMENTS

- 155 FORUM
- A unionist's view of Bayda proposal
 - Industrial relations course at U. of T.
 - Detrimental effects of minimum wages
 - The anti-inflation board and collective bargaining
 - Opposition to guidelines
 - Union-management tactics in the postal strike
 - A call to end industrial conflict
 - Muir clarifies teachers' collective bargaining position in P.E.I.
 - Labour's opposition to guidelines may weaken
- 160 BOOKS
- **Contemporary Issues in Canadian Personnel Administration**, Harish C. Jain, ed. — reviewed by Roy LaBerge
 - **Canadian Labour and Industrial Relations: Public and Private Sectors**, Harish C. Jain, ed. — reviewed by Alan Whitehorn
- 162 FIFTY YEARS AGO
- industrial and general safety
 - emigration agency
 - convict labour
- 163 PRICES AND EMPLOYMENT
- 164 ADDITIONS TO THE LIBRARY
- 167 LABOUR STATISTICS

NEWS BRIEFS

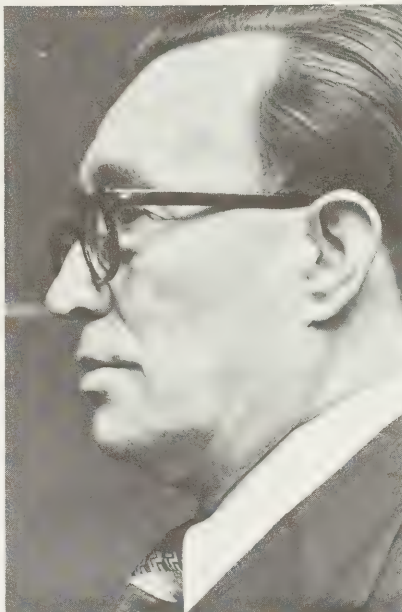
PEOPLE

Edwards to step down

Claude Edwards has announced he will not seek re-election as president of the Public Service Alliance of Canada at its convention this Spring. Edwards, 59, has been president since the PSAC was founded in 1966, and had been active in public service staff associations since he left the Royal Canadian Air Force to join the staff of the Department of Veterans Affairs in 1945.

Two vice-presidents of the Alliance, William Doherty and Andy Stewart, have announced they will seek the presidency.

Photo Features



Claude Edwards

MANAGEMENT

Executive obsolescence

"Executive obsolescence" is a fast-growing by-product of the post-industrial society, according to James W. Westcott, writing in *The Financial Post*.

Westcott, an industrial psychologist specializing in psychological assessment and associated counselling, as well as in executive recruitment, says three factors generally account for managerial obsolescence: economic pressure, inability to adjust to change, and poor management.

Obsolescence because of poor management, he argues, is often attributable to lack of corporate planning, inadequate hiring procedures and "antiquated" personnel practices. Lack of adaptability or failure to grow with the job is not always the exclusive fault of the individual: "Some companies actively discourage pursuit of learning opportunities, for fear of enhancing their managers' salary expectations or their value on the job market." Meanwhile, the current profit squeeze is forcing many companies to decide they don't need all the managers they have.

Westcott says management obsolescence "is more susceptible to

prevention than to cure. Since the problem normally occurs when the growth of the individual and the growth of the company are out of step, it follows that management should know where it is going, what jobs need doing, and what kinds of qualifications are required (before either recruiting or promoting people to responsible positions)."

Westcott adds: "If the job is likely to change or expand, the company should use psychological testing to determine the candidate's growth potential and adaptability. Past accomplishments are at best only a partial clue to a manager's future performance."

When a company is faced with the fact that a manager, after years of service, has ceased to function as an effective member of the organization, Westcott says it should either change the person, by training; change the job, by re-structuring it so that he is in charge only of those parts he can handle; or change the environment, by reassigning the manager to a position he can handle.

But he warns against "more devious" methods practised by some employers, including leaving an obsolete manager his title but not his responsibilities; kicking the obsolete manager "upstairs;" or pressuring him to resign by putting impossible demands on him or depriving him of necessary resources. Such methods are "humiliating to the individual, expensive to the company and demoralizing to the entire staff. A clear-cut dismissal would be better for everybody concerned."

"Keeping men or women in jobs for which they are unqualified or where they are unhappy is false kindness," Westcott contends. "It undermines people's self-respect, and allows any skills and abilities they do have to degenerate through disuse. Far from protecting an individual, all

it may achieve is to postpone the day when something finally snaps and he resigns or is fired — an older, less competent and far less desirable candidate for alternative employment than he would have been five years ago.”

STRIKES AND LOCKOUTS

Comparisons invalid

International comparisons of the effects of strikes and lockouts have little validity according to a study by the Organization for Economic Co-operation and Development.

There are just too many differences in the way the statistics are gathered and reported in different countries.

The study is of particular interest to Canadians because International Labour Organization statistics have been cited by some politicians to indicate that Canada’s strike record compares unfavourably with that of other industrial countries. The OECD findings appear to support the contention of Russ Bell, research director of the Canadian Labour Congress, that there are too many ambiguities in the available data for any firm comparisons to be made.

The study by Malcom Fisher, entitled *Measurement of Labour Disputes and Their Economic Effects*, examines the basis on which statistics of industrial disputes are collected in the 24 OECD countries.

“Even the most cursory study of definitions used by the various countries reveals the wide variations in practice which will tend to impede inter-country comparisons,” Fisher concludes.

The countries vary in the minimum amount of time a work stoppage must last in order to be recorded. In Finland it is two hours, in the U.S., a shift, and in some other countries a day.

The number of workers involved also varies, and some countries require a minimum number of man-days lost. That minimum, for example, is 10 man-days lost in Australia, Canada, West Germany and Ireland, but 100 in Denmark.

To compound the problem, all work stoppages are reported in West Germany, Britain and Finland in which more than 100 man-days are lost regardless of the duration of the strike or the number of individual workers involved.

Some countries count only the strikers in reporting the number of workers involved while others also include workers laid off within the unit of dispute. Other countries provide information on workers indirectly involved within the same industry but outside the establishments experiencing the stoppage.

Some countries — Ireland, Italy, Britain and the United States — report only industrial and sympathetic strikes, while others also include political strikes in their statistics.

Fisher contends that it is difficult, if not impossible, to analyze the true cost of strikes and lockouts to the employer, the workers and the public, and he observes that there are dangers “in accepting at face value many of the estimates of cost that are presented at times of severe labour market disruption. Effects of strikes and lockouts are often very widely diffused over the economy as a whole.”

Some of Fisher’s other conclusions:

- No meaningful line can be drawn

between strikes and lockouts because sometimes employer pressure can induce workers to strike and, although rarely, vice versa. “Clearly one cannot simply maintain that strikes are always the result of workers’ reaction or that lockouts are the only occasion when employers have taken a decisive stand.”

- Little meaning can be assigned to an assessment of “who won”: “The firm, or union, that cries out loudest about costs encountered may at the end of the day have the most to gain from the stoppage. Thus published statistics can be very misleading, both in the magnitude and in direction of effects.”
- Strikes and lockouts are the most conspicuous indicators of industrial unrest but they are not the only ones. “Judgments on the state of industrial relations may be misconstrued” if too much dependence is placed on those measures in isolation. Industrial unrest may take a variety of forms, including “dissatisfaction with the work place resulting in increasing labour turnover, work to rule, absenteeism, over-manning, rejection of overtime” and even “continual needling.”

UNIONS

Not strong enough

Labour Minister John Munro says a major reason for recent manifestations of industrial strife in Canada is that many trade unions are not strong enough.

In a December 9 address to the Fredericton Chamber of Commerce he said Canada would have more

industrial peace, a better distribution of the national income and a more democratic society "if a greater percentage of Canadian workers were organized in the trade union movement, and if trade unions were stronger, not weaker."

He qualified his statement, however, by saying he was talking about an industrial relations regime in which employers and unions respected each other's role and acted accordingly: "Employers would manage the enterprise, workers would do a fair day's work for a fair day's wage, and together they would make a good living."

Munro said industries with strong unions usually have the least time lost to industrial disputes.

"Strong trade unions bargain for good collective agreements and keep their members at work," he explained. "Strikes can take place, but only in exceptional cases. Conversely, where there are weak unions — whether these unions be large or small in membership — we are experiencing some of the greatest man-hour losses in our history. A weak union is one whose members are badly divided, and whose leaders are demoralized by lack of solidarity."

HEALTH AND SAFETY

Areas of conflict

There are four basic conflicts over health and safety in the workplace, according to a researcher at the Massachusetts Institute of Technology.

Nicholas A. Ashford, senior research associate at MIT's Center for Policy Alternatives, outlines

them in an article in the U.S. labor department's *Monthly Labor Review*:

1. The clash of self-interests that is characteristic of management-labour relations on many issues: "Fundamentally, the basic conflict in self-interests stems from management's desire to keep costs down and to maintain control of the workplace, versus workers' desire to gain the largest possible package of wages and benefits, job security, and control."
2. An insufficient data base regarding the nature and severity of health hazards: "In the case of cancer particularly we have not yet settled the debate over whether there is any 'safe level' for exposure to carcinogen or whether we should adopt the concept of a 'zero threshold' (no permitted exposure)."
3. Differences in perception of what is just or fair in public policy, and what are its appropriate limits: "For example, do we prohibit use or consumption of a material until it is proven safe, or do we allow its use until it is proven harmful?"
4. Conflicts relating to the fact that various institutes, forces and mechanisms in technological society are not "connected" very well: Those "concerned with problems in the general environment are not interacting adequately with those concerned with the work environment... General environmentalists succeeded in eliminating DDT for use as a pesticide because it posed serious ecological dangers to wildlife and to the consumer. These efforts resulted in the increased use by farmers of parathion, which deteriorates in the environment much faster than DDT. However, parathion may be very much more harmful than DDT for workers who handle it."

Ashford argues that it is futile to

place sole reliance on any single policy instrument to reduce occupational injury and disease — whether research and medicine, the law and regulatory practices, or market incentives: "The problems are complex and demand both long-term and short-term trans-disciplinary approaches for their solution. The issues go far beyond the medical and technical problems of disease and injury."

He also points out that utilization of knowledge already available has been "painfully" slow. "A tragic example of this situation is provided by the case of America's uranium miners, an excess number of whom have died or soon will die prematurely from lung cancer of occupational origin," he writes. "It has long been known that exposure to airborne radiation carries greatly increased risk of lung cancer, and that the airborne radiation to which this nation's underground uranium miners were being exposed was well in excess of levels proven to be unsafe. It has, furthermore, long been known in Europe that this hazard can be substantially alleviated by the simple expedient of installing adequate ventilation in uranium mines. Failure to use this widely disseminated information has exacted a terrible toll among America's uranium miners."

Ashford also questions the notion that the United States would suffer a "severe" competitive disadvantage internationally if it enforced stricter occupational health and safety environmental controls. He points out that the President's Science Advisory Committee "takes into account the expectation" that foreign rivals would be adopting similar controls." However, stricter controls could mean the disappearance of smaller and marginal firms.

Ashford states: "What seems to emerge is an imperative to adopt

uniform international standards and practices, and to devise special forms of assistance to smaller or marginal producers.”

Migrant Workers

Migrant workers are particularly vulnerable to illness and accidents, and industrial medicine specialists of the joint committee on occupational health of the International Labour Organization and the World Health Organization have called for comprehensive social, educational, health and legislative measures to protect them.

The committee says migrant workers — who now number about 11 million in Europe — should get language training, health education, plant-level instruction in job risks, improved housing and new administrative or legal steps to ease admission procedures for their families.

The committee finds that not only are accident rates higher for migrant workers but they are more frequently ill because they have to adapt themselves to different climates, diets, working conditions and ways of life. And it calls for ratification of two recent ILO conventions on international labour standards for migrant workers.

Alcoholism

Ford Motor Company of Canada is introducing a program to combat alcoholism. Problem drinkers will be helped with consultation or treatment to prevent their addiction from progressing to the point where it interferes with their work and seriously damages their health.

Company spokesmen say “a realistic recognition that alcoholism is an

illness and that the social stigma attached to it is without basis.” will encourage employees to take advantage of available treatment.

“They will receive the same consideration and referral for treatment that is currently extended to employees with other illnesses,” says Kenneth Hallsworth, vice-president of industrial relations.

The company defines an alcoholic as an employee whose job performance is deteriorating because of “excessive, repetitive and uncontrolled drinking.” It says sick leave and appropriate company insurance benefits may apply where an employee needs extensive treatment and rehabilitation in a specialized facility.

WORKING CONDITIONS

Controversial film shown

A controversial film the National Film Board decided not to release five years ago opened public showings in Montreal in December.

Entitled “On est au coton,” and intended to portray the situation of Québec textile workers, the film was made in 1968 and 1969 by director Denys Arcand.

The industry gave the film crews access to plant floors and offices, but later the Canadian Textile Institute objected to the film’s contents.

Wojet Gwiazda, a film reviewer for the *Montreal Gazette*, says that Sidney Newman, NFB commissioner when the film was made, decided it would never be released after he questioned its “authenticity and exactness.”

“According to Newman, the film contained inaccuracies as to textile industry wages in Québec and the U.S. and gave the impression that the Québec industry was controlled primarily from outside the province; Newman said this was untrue,” Gwiazda writes.

Gwiazda adds: “Luckily, ‘someone’ somehow had a copy of the film, and video copies were shown in kitchens and at meetings — despite police raids. The film went underground” until the public showings in Montreal.

One of the film’s first sequences shows a woman at a sewing machine swaying rhythmically as she works, just like the machines all around her. “The noise, the immensity of the factories at first is shocking and then numbing,” Gwiazda said. “The workers punch in in the morning and punch out in the afternoon. The ‘machines’ go home, sleep, dream about the whirring sounds and start again.”

Job-induced alcoholism and suicide

Ford Motor Company faces lawsuits filed by two of its executives and the widow of a third.

Helena Sexauer of Birmingham, a suburb of Detroit, is suing Ford for \$1.4 million, claiming that pressure on her late husband to take early retirement drove him to suicide. He had been with the company for 30 years, and was manager of operations in the accounting department of the Ford tractor division. He took his life on May 28, 1973.

The two former executives have sued the company separately for a total of \$2.4 million. One claims job pressures and being fired in

1971 caused him to become an alcoholic; the other claims his alcoholism was a direct result of his job.

WORK SATISFACTION

Quality of life important

A poll of 600 Norwegians found most of them more interested in the quality of life and improving the environment than in material gain.

Only 1 per cent said the standard of living was too low, while 76 per cent said it was too high. Seventy-four per cent said they would prefer "a quiet and simple life with only the essential things, a limited income and limited possibilities for a career".

Thirty-three per cent said they thought higher wages, increased production and increased consumption would result in "more materialism, a madder rush for higher status, more unnecessary luxuries and more pressure, stress, pollution and health hazards at places of work."

The poll was conducted by the Gallup Institute for a consumer research institute, an institute for nutrition research and a movement that campaigns for a simpler life and simpler eating.

WORKING TIME

Flexitime

An International Labour Organization study finds widespread

acceptance of flexible working hours by both employers and employees in many countries.

"It would hardly be possible to find an innovation that has so quickly and effectively secured the attention of the interested parties," says the report by Heinz Allenspach, entitled *Flexible Working Hours*, and published by the ILO in Geneva.

Flexitime is making headway in several countries. Private estimates say 30 per cent of wage earners in Switzerland use it. It has made great headway in West Germany, and is under study in the U.S., Canada, Britain, France, Italy, Spain, Scandinavia, Japan, Australia, and the Benelux countries.

The study finds flexitime can lead to an increase in productivity and in the profitability of the economy as a whole. However it has been found unsuitable for some forms of shift work and factory assembly lines requiring the regular presence of a fixed number of workers.

The system enables the employee to adapt his hours of work not only to his daily routine but also to his individual way of life: "For example, people who have to travel a relatively short distance to work and who want to go home at midday can choose a longer lunch break, while others who prefer a short noon pause can leave early at the end of the day's work.... If a husband and wife both work, they can arrange between them when to start and finish so as to suit their children's school hours. In this way it becomes possible to ensure a better harmonization of hours of work with family needs."

Flexitime can "contribute not only to an improvement in the general atmosphere and human relations in the undertaking but also to an ultimate enhancement of the pleasure of work," the report adds.

Absenteeism

In New Zealand, absenteeism is such a great problem that the government has launched an inquiry into its cause and effects. But one firm, General Motors New Zealand Ltd., says it has reduced absenteeism at three of its plants, with a weekly lottery. About 1,500 employees are involved. Once a week, names of individual workers are drawn in turn, and the first drawn with a perfect attendance record the previous week gets a \$100 cash bonus. Company spokesmen say the weekly draw has halved absenteeism — from 10 per cent to 5.

Japan

Japan's National Personnel Authority is working on a plan to give public servants a two-day weekend twice a month starting in the 1976 fiscal year. About 64 per cent of employers in the private sector now have a five-day work week. The percentage is 77 for firms with 500 or more employees.

However, opposition to the plan may come because it would inevitably require an increase in the number of government employees, and also because the Authority is presenting recommendations for wage increases for public employees.

United Auto Workers

The United Auto Workers may give priority to shorter working hours in its next round of negotiations with the "Big Three" automobile manufacturers.

Its National Ford Council has already adopted a resolution saying: "The time has come to reduce work

time without any reduction in pay or benefits.”

A major reason for the move is a prediction by many economists that unemployment will remain at 6 per cent for the rest of the decade. The Big Three auto makers had about 84,000 workers on indefinite layoff in November. Reducing working hours would mean employment for more of them.

While it is not known what specific proposals for reduced hours the UAW will present in negotiations, some officers of the union are talking about a four-day workweek, with nine-hour days.

The companies are expected to resist the four-day week because of its possible effect on production costs and scheduling.

EMPLOYMENT

Over-qualified workers in New York City

A New York Times Service report says jobs for teachers, nurses and librarians are so scarce that qualified graduates in these specialties are applying for child care and housework jobs with families in New York City.

The report quotes spokesmen for several employment agencies who say people normally “over-qualified” are seeking work as domestics. One placed a married couple — an engineer and a teacher — as butler-houseman and cook-housekeeper. It is also trying to find work as a governess for a woman with a degree in early child care-education, and as a companion for a teacher.

The article quotes the head of one of the agencies: “A degree doesn’t mean a thing for the kinds of jobs we have. When a mother wants someone to look after her children, experience is what matters.”

DISCRIMINATION

Employment agencies

The *Globe and Mail* says a survey of 15 employment agencies in Metropolitan Toronto found 11 of them willing to help employers discriminate against blacks and other non-white workers.

“Only two refused outright to have anything to do with screening out non-whites for a caller who said he was a prospective employer, according to the Canadian Liberties Association,” wrote *Globe and Mail* reporter, Arnold Bruner.

Bruner says the civil liberties group chose the 15 agencies at random. In telephone calls, the civil libertarians claimed to be a prospective employer from the United States who might be going into business in Canada. Each agency was asked whether it would agree to refer only white applicants for job interviews.

The Ontario Human Rights Code forbids employment discrimination on grounds of race, creed, colour, age, sex, marital status, nationality, ancestry or place of origin.

The report quotes Alan Borovoy, general counsel for the association, as saying the 11 agencies were “quite definite in their assurance of co-operation.”

Some of the agency responses

to the telephone requests included the following:

“We agree 100 per cent. This kind of talk is only between the client and us. When ‘coloured’ people apply we just tell them that they haven’t enough experience.”

“Not an unusual request... I probably would have asked you in any case. It comes up all the time.”

“ ‘Coloureds’ apply in hordes. We’ll weed out ‘coloureds.’ It’s not a rare request.”

The report also quotes the association as saying eight of the agencies belong to the Association of Professional Placement Agencies and Consultants “whose members have a special agreement not to ‘allow themselves to be used as a tool of discrimination.’ The agreement is in the form of a special undertaking with the Ontario Human Rights Commission going back to 1964 and updated in 1972.”

CONFERENCES

Labour relations

“Strike prone” unions, and governments that have granted their employees the right to strike came in for strong criticism at a three-day industrial relations conference in Toronto, held just prior to the announcement of the government’s anti-inflation program.

The conference on industrial disputes actions and labour relations sponsored by Oyez-IBC, a subsidiary of a British firm, the Solicitors’ Law Stationery Society Ltd., tried to formulate “initiatives

and strategies" for employers in both public and private sectors.

T.M. Eberlee, Canada's deputy minister of labour, said he would like to see a wider acceptance of the "complete legitimacy of unions and collective bargaining as institutions." He did not ask his listeners to agree with the way unions operate, but he did ask them to recognize that without them "we would not be the free society which we claim to be."

He said he detects a widely-held view among management and the general public that "unions and collective bargaining are only barely tolerable."

He agreed that Canada seems to be strike-prone compared with other countries: "I do believe that somehow we have gotten ourselves into a sort of syndrome where too many union people feel almost as if a collective bargaining situation isn't real and honest without a stoppage taking place, as if no settlement is genuine unless it has passed through the test of strike action." Whereas a strike used to be the last resort, there now is danger of it becoming "almost a routine part" of collective bargaining.

Eberlee also said collective bargaining is not, by itself, responsible for inflation: "We are all responsible. I do not believe even that labour is grabbing a particularly disproportionate piece of the pie," he added. "We are all trying to get more than the pie contains and we have been doing so for some time."

The federal Labour Department has always been concerned about the results of collective bargaining, and not just the process, but this concern with results had never been institutionalized in any mechanisms designed to overrule the decisions of the parties themselves, he contended.

Eberlee said that through the new tripartite Canada Labour Relations Council the department is seeking to involve both labour and management in solving problems rather than to impose solutions "unilaterally and in the relative comfort of our governmental ivory tower."

Murray Dubinsky, a Calgary lawyer who is one of the 22 Canadians on the council, said the impact of the council's advice will be measured by the degree of consensus the members reach: "I find it difficult to conceive of a federal government which would fly in the face of a clear recommendation which flows from consensus within the council."

Dubinsky also said the fundamental freedom of workers to organize and bargain collectively "is not absolute," and that the entire concept of the collective bargaining process needs to be reviewed. The framework for this review should be "the parties themselves, supported, encouraged, and, in fact, prodded by the federal government."

F.R. von Veh of the Ontario Bar was

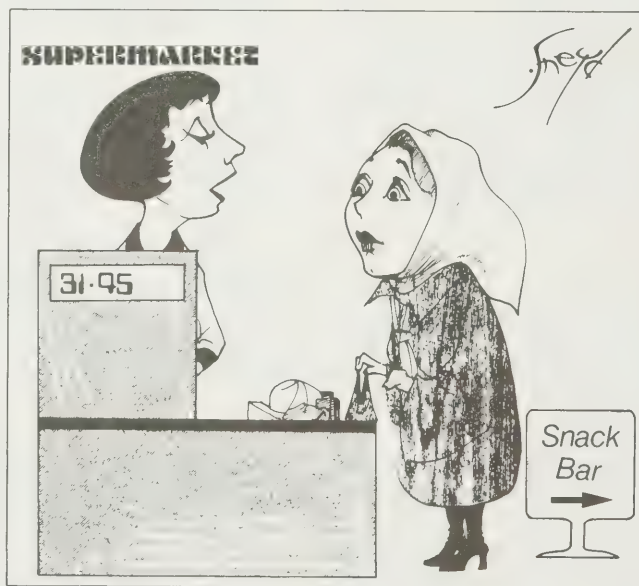
one of several conference participants who were critical of the way existing legislation is administered.

"When an employee goes on an illegal strike, absolutely nothing happens in the vast majority of cases," he said.

Too often, he said, employers initiate actions against illegal strikers, but then bargain the actions away for a return to work.

He added: "The last two years have shown that our governments, primarily federal but also provincial, refuse to ensure compliance with the law in cases of illegal strikes. Allegedly responsible cabinet ministers as well as respected mediators have adopted a soft, reprehensible and very questionable attitude in the issue of no reprisals toward illegal strikes."

He advised management representatives at the conference not to initiate an action unless they intend to pursue it. If an action is to be used merely as a bargaining tool to get strikers back on the job "then



"Shall I wrap it or will you eat it here?"

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find some other avenue whereon to bargain. Don't abuse legal procedures," he told them.

The federal government drew criticism for giving its employees the right to strike and the Ontario government for granting it to teachers. Michael Gordon, a member of the Ontario bar, who spoke on teachers' strikes, said the provincial government had taken a wrong turn both in granting teachers the right to strike and in giving teachers the right to negotiate "whatever they wish" with boards of education.

This has "taken away from school trustees the prerogatives vested in them by the electorate, and encouraged teachers to use the strike weapon" rather than more orderly legal procedures.

W.H. Wightman, director of industrial relations for the Canadian Manufacturers' Association, said strikes have become an "integral part" of collective bargaining in the 1970s. A "most influential" factor in this was the "post facto rationale offered by apologists for the federal government's ill-advised eleventh-hour decision to extend strikes into the federal public service."

"Notwithstanding the fact that this major policy change came about as a result of a minority government being stampeded into granting the licence to strike, that government — as well as successive governments — defended its position with a tiresome litany of conventional wisdoms and self-fulfilling predictions," he said.

To let strikes resolve public service disputes was not a policy but "a lack of policy." And it has been through lack of policy, and political courage, that collective bargaining systems have now entered yet a new era wherein disregard for law and

contract has also become an integral part of collective bargaining.

Wightman said it is clearly within the power of governments to "re-think the premises upon which collective bargaining rests, and to re-cast the legislative framework within which it functions. Unfortunately, there are no signs that any government has the political courage to do this." He urged business people to more direct involvement in politics at the riding level to influence governments to this end.

E. Neil McKelvey of the New Brunswick Bar was another critic of the strike right for public servants: "Our political leaders must realize that it was a mistake in the first place to transplant into the public sector the same collective bargaining structure, including strikes, as used

in the private sector where conditions are quite different."

Strikes should be abolished in the public service, McKelvey said. However, experience has shown that legal prohibition of strikes does not prevent them. Instead, alternatives "which can be made acceptable to all parties" should be used. These could include final offer selection and binding arbitration.

But for binding arbitration to work there would have to be criteria against which the working conditions of the public service should be measured, he said. There should also be a permanent arbitration tribunal "which becomes familiar with the working conditions of the public service and builds up expertise and the confidence of those with whom it is dealing."

INDUSTRIAL DEMOCRACY

An Australian model

An Australian firm has abolished the conventional command structure. It has no managers, and each of its 24 employees has an equal voice in running the company.

Dynavac Proprietary Limited of Melbourne, which manufactures vacuum equipment, is a management-sharing but not a profit-sharing company. The shareholders receive their regular dividends.

The basis of the decision-making process is a group of four employees, who fulfil the functions normally carried out by a managing director in consultation with a board of directors. Known as the Group, their decisions are subject to final

approval by a weekly meeting of all the employees.

Group membership changes regularly, and, with one member replaced every six weeks, each employee serves on the Group at least once every nine months.

The employees say the system is working and the firm is making money. The system has some peculiar problems, however, including wage-setting by the employees. Peter Boyd, a member of the firm's administration, says wages paid to less-skilled workers tend to be higher than those paid by other companies, while the wages of more highly qualified workers tend to be lower.

The firm, which has been in business for 15 years, abolished all titles three and a half years ago, and started its present system of worker-management a year later.

Its philosophy is outlined in its personnel policy statement: The company aims to compete on a commercial level while at the same time "to preserve individual dignity, to seek the sum of business management through unselfish self-management, and to support the idea of co-operation without reserve."

Co-determination — Sweden

A report by Southam News Services says a confrontation — "a rare event in Swedish industrial relations" — could result from the Social Democratic government's intention to extend worker-management co-determination.

Sweden's industrial democracy evolved from recommendations made by the central trade union congress in 1971, which were generally adopted by the Social Democrats the following year.

The report quotes Labour Minister Ingemund Bengtsson as saying the government's proposed legislation would leave as little as possible for management to decide by itself: "In principle, everything can be negotiated, just like salaries."

It says the legislation would give unions the right to negotiate with management in all areas including the appointment of foremen, factory layout and general operation. Union interpretation of agreements and rules would take precedence over management's views, although the employers could challenge through existing labour courts. Management would be required to yield any requested information about company affairs, and unions could legally strike when a wage contract existed if agreement could not be reached over co-determination.

The government hopes to have the legislation in force by January 1, 1977, and the Southam News Services report quotes an unidentified senior official of the Swedish Employers Confederation: "The only thing you can do without asking the workers is to change your wife."

Commenting on the Swedish government's proposal to compel employers to negotiate collective agreements on co-determination, a British periodical, *The Economist*, says the law will make West Germany's Mitbestimmung experiments "look like garden party antics."

"The workers will be involved in pretty well all management functions, negating the employer's right to appoint staff and direct work," says *The Economist* in a report from Stockholm. "Before deciding who should do which job and how work should be organized, managers will have to negotiate with worker representatives. Consultation will replace command. The boards will have to open their books and managers their filing cabinets, as the new law will empower the unions to demand full information on company affairs. Investment decisions, for example, will require union approval."

Labour Minister Ingemund Bengtsson made the legislative proposal public at a Congress of the Social Democratic Party in October, and *The Economist* says employers will probably "swallow" it "protesting all the way." "It adds greater emphasis and legal sanction to what has become regular practice recently in one or two of the more advanced Swedish concerns," the report said.

While the Southam report finds some managers anxious about the

proposal, others appear more optimistic, including Johan Akerman, group managing director of Granges, a pioneer in industrial democracy. "It doesn't matter what you are going to write into the new law," he is quoted as saying. "People will be reasonable in 90 per cent of the cases."

The report said the government still hasn't been able to resolve the "conundrum" of its large public sector — state employees, local authority workers and the few state industries — "where such sweeping industrial democracy powers would conflict with the political democracy of state control."

THE ECONOMY

Textile industry's future in doubt

The Canadian textile policy, adopted in 1970 to restore confidence in the country's clothing and textile manufacturing industries, has failed to achieve its goals, says a study released by the Canadian Economic Policy Committee. Textile industries employ about one tenth of the workers in Canadian manufacturing.

The study, by Caroline Pestieau, an associate economist with the C.D. Howe Research Institute, which sponsors the committee, concludes:

"One must ask whether the industry is any more able to meet foreign competition on its home ground today than it was in 1970, despite four years — including two of booming market conditions — of the policy's operation. The answer appears to be negative."

The policy created formal procedures for investigating the effects of imports on Canadian textile and clothing production. It also included Canada's first publicly-announced criteria justifying protective measures. It also promised support measures "complementary to protective restraints" to help the most competitive lines of production become more efficient.

The report doesn't blame the Textile and Clothing Board created under the policy for the policy's shortcomings. It found the board's inquiries and recommendations to have been generally fair and constructive, but it says the design of the policy itself was at fault, and that its goals were "vague."

A major weakness of the policy was a lack of agreement between government and industry on fundamental elements, particularly on the meaning of "viability" and "specialization."

In a foreword to the report, the committee comments:

"After four years there has been little success in achieving joint planning of the textile industry's future, in large part because government and industry have reached no agreement on the medium- and long-term nature and role of the textile industry in Canada. While government still argues that the domestic industry can become competitive through increased specialization for export markets, the industry maintains that such an approach is unrealistic, given the importance of labour costs in textile manufacturing and the

significantly lower wages in many textile-exporting countries.

"With the government and industry in dispute over the nature of the industry's problem, it is not surprising that they disagree on the measures required to sustain the industry. The outcome is a piecemeal, passive approach to the industry's problems on the part of the government and most firms involved."

As a result, the study concludes, it is not clear whether the policy is makeshift, "tolerated in order to alleviate economic problems in

Québec;" a program to upgrade Canadian resources; a lesson in the use of safeguard mechanisms offered to the international community; or just an umbrella for a series of ad hoc reactions to imports.

A government review of the policy should investigate the possibilities of a Canada-United States common market in textile products, the study says. It also wants the review to look into the possibility of co-ordinated long-term planning for the industry. Finally, it asks whether Canada should have a textile industry at all.



"I seem to recall that Income Tax was introduced as a temporary measure too."

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Grace Hartman — a profile

by Jack Williams

Public service unions in Canada are going to become larger, stronger, and move closer together. That is the view of Grace Hartman, recently-elected president of the Canadian Union of Public Employees.

Hartman holds a unique position in the Canadian labour movement. Not only is she the first woman to head a major union, but her organization, with well over 210,000 members, now is the largest union in the country. In contrast to most unions, a very high percentage of its members are in white-collar occupations, and about 45 per cent are women. CUPE can also lay claim to being the fastest growing union in Canada, with membership expanding at the rate of 1,000 a month. Between 1973 and 1975 the growth rate averaged 1,400 a month. This obviously imposes heavy responsibilities on the leadership.

The woman who heads this organization, and directs a staff of 240, bears little resemblance to the popular image of a labour leader; yet her union credentials are beyond challenge, and she is respected both within and outside her organization.

Hartman, 56, is a grandmother — and proud of it — but she has little time to spend in a rocking chair knitting sweaters. She is highly energetic and spends much of her

Jack Williams, former public relations director for the Canadian Labour Congress, is a freelance writer.



Thomas Studio

time travelling across the country, meeting and talking with her members. Maintaining these personal lines of communication is highly important to her. She enjoys music, art and the theatre; and with her husband — a sheet metal worker and a union member — she has made a hobby of collecting, cutting and polishing rocks. Now the demands of her work restrict such outside activities.

It was as a clerk in the North York Township offices on the outskirts of Toronto that Hartman first became a union member, and for eight years she was president of her local. Then she became president of CUPE's Ontario Division, a position she held for four years before becoming the national secretary-

Hartman, 56, is a grandmother... but she has little time to spend in a rocking chair knitting sweaters

treasurer in 1967. At the union's 1975 convention she became CUPE's second president. Stanley Little, the first president, had retired and there was little opposition to the choice of Grace Hartman as his successor.

She moved from what was essentially an administrative position to the top policy post in a union that has had a marked impact on the labour movement in Canada. When the Canadian Labour Congress came into being in 1956, through the merger of the former Trades and Labour Congress of Canada and the Canadian Congress of Labour, there were many overlapping jurisdictions and there were ambitious predictions of mergers to form stronger and more efficient unions. Success in this direction has been limited; but the formation of CUPE, melding public service unions in the two former congresses, was the first and most notable example. At times CUPE has been somewhat of a thorn in the side of the CLC, pressing for new approaches and generally supporting the position of national rather than international unions.

CUPE has achieved its present position by attracting a remarkably diverse membership. Occupations within the union range from strictly blue-collar to clerical, technical, semi-professional and professional.



Grace Hartman

These people are employees of municipalities, school boards, universities, libraries, hospitals, nursing homes, public utilities, radio and television stations.

The union's growth has been part of the dramatic move toward union organization and collective bargaining among public employees in Canada. Grace Hartman thinks this trend is going to continue. She says the introduction of wage guidelines, though unpopular in labour circles, has aroused new interest among unorganized employees.

"We have a lot of people talking to us now who weren't ready to talk before," she says. "Our new membership is coming from white-collar groups in school boards, libraries and universities; and a few from para-professional groups like technicians in hospitals. A high proportion of our new members are in white-collar support-staff occupations."

This means that many of the new members are women, a development that is personally pleasing to Grace Hartman. A strong defender

of women's rights and an advocate of women's interests, she avoids the strident approach that has brought criticism to some of those with similar views. Rather, her manner is quiet but determined, and she is careful to base her arguments on well-researched facts.

While far from satisfied with what has been accomplished, she is able to look back on considerable progress. When she attended a CUPE convention in the late 1950s, Hartman was one of seven women among 300 delegates. By 1973, 20 per cent of the delegates at the convention were women, and by 1975 the figure had risen to 34 per cent.

"Even setting aside the numbers, there has been a terrific change," she says. "At our last convention women were taking the floor, discussing all the issues, helping to shape policy and really getting involved."

A strong defender of women's rights and an advocate of women's interests, she avoids the strident approach that has brought criticism to some with similar views

"There was just a different attitude and a greater acceptance of them by the male delegates when they discussed women's issues. There used to be snide remarks when the women got up to speak, but you don't find that today."

"I think this greater participation by women has brought a new dimension. Once you convince women, they are really militant. At our last convention, the women who spoke on complicated issues,

the economy and so on, usually had carefully-prepared notes.

"I think that when women once get an issue they are likely to pursue it right to the end. We notice that attitude in a lot of our negotiations. While there may be some reluctance to vote for a strike, once that has been determined, they never look back. This is what our staff representatives are finding, right across the country."

The performance of women delegates to the 1975 convention was in line with an example Grace Hartman has set over the years. She is known as a patient listener and usually seems hesitant to speak until she has her thoughts well organized. This has made her an effective advocate, and one who commands attention.

But, as an officer, she has sometimes been criticized by other union women on the ground that there are not enough women on CUPE's staff.

"Those who have been critical often wouldn't take the job themselves," Hartman says. "It is difficult work, involving a lot of travel and time away from home. We have been well aware of the need for more women on our staff. Male representatives have been pressing for it, but it is often difficult to recruit women. We are encouraged by the increasing participation of our female members and we are seeing more potential staff representatives among them."

The demands of staff work can lead to family complications; but on one point Hartman is adamant — women who join the staff must accept exactly the same working conditions as men. There is to be no discrimination.

Another characteristic of CUPE's new president is a frankness in

The performance of women delegates to the 1975 convention was in line with an example Grace Hartman has set

recognizing and admitting to situations where the union's success has been less than had been hoped for.

"We certainly have not made the progress we would have liked in getting day care centres," she says. "And in the political field there has been no great success in our efforts to win for public employees the right to be candidates for public office. These are continuing campaigns."

Politics is a sensitive subject in public service unions.

"I feel our members are seeing that they have to take more political action," Hartman says. "This is something they are often very reluctant to do. It is difficult. In a municipality you may be dealing with politicians almost every day."

When I worked in North York I was in the planning department and there was constant contact with politicians who were pushing an application for a friend, or dropping in to enquire about something in their ward. I think as a result you tend to steer away from politics. But I don't find that now. Our people realize that they have to become political if they want to get anywhere. At the same time, with the strengthening of unions, especially at our level, it becomes much more difficult for council members and department heads to get their friends into jobs."

Hartman points out that public

employees, by the nature of their work, are usually highly visible. This, she believes, was a factor in placing them in the forefront of the initial arguments about wage guidelines. She goes so far as to suggest there was a deliberate attempt on the part of the federal government to direct attention to such occupations.

She elaborates: "The whole guidelines program seems to be directed toward public employees. Our people have only just come into the forefront of collective bargaining. We are highly visible — the man who delivers the mail, or picks up the garbage or sweeps the road, even the people working in airports. They are all there to be seen and people are aware of them. A lot of people take the attitude that public employment means cushy jobs and security for life. This isn't so; and stenographers working for a municipality have to pass the same tests as stenographers working for Imperial Oil."

While CUPE's success in the white-collar field has been considerably greater than that of most unions, it is typical of Hartman that she does not pretend to have any slick solution to organized labour's nagging problem of how to recruit white-collar people. Rather she speaks of the practical experience of her union. It has been extremely careful in selecting staff assigned to white-collar work, and literature has been tailor-made for specific groups.

CUPE has demonstrated an awareness of the need for special service. It has a strong research department specializing in the particular problems of public service workers. The public relations department produces some of the most sophisticated material found in the labour movement in Canada. The education department has an unusually broad program that holds

particular appeal for many of the new white-collar members.

One of the difficulties in white-collar organization is a prestige complex, according to Hartman:

"People who work in banks and insurance offices are sometimes inclined to think they are a cut above those who work for a municipality. Even though you can't eat prestige, it has an effect."

But the CUPE president is also keenly aware of the rapid growth of unionism among teachers, nurses and other professionals or semi-professionals. She is convinced that some form of alliance bringing these groups into closer contact with the established labour movement is inevitable. She feels that, in the immediate future, this is more likely to be in the form of a loose relationship or a council, rather than a formal structure.

Hartman holds a unique position in the Canadian labour movement

The whole area of the relationship between public service employees' associations and the expansion of union organization in this field has been the subject of intensive discussion within CUPE and has led to some differences with the Canadian Labour Congress. There is a close working relationship between CUPE and the Public Service Alliance of Canada, which represents employees of the federal government. CUPE has its national headquarters in the PSAC's modern office building in downtown Ottawa and the staffs of the two unions maintain close contact.

Organizing provincial government employees is a matter of prime

importance to CUPE, which has claimed a vested jurisdictional interest by virtue of an agreement reached with the Canadian Labour Congress some years ago. CUPE has been highly critical of some of the organizations representing provincial employees, and moves toward expanding CUPE's activities into the provincial field resulted in a sharp conflict between the union and the Canadian Labour Congress. At one point CUPE threatened to withdraw from the Congress (LG, Feb. 1974).

While this situation has by no means been resolved, there have been developments that, for the time being at least, have reduced the friction. The CLC is actively promoting an organization that would unite various organizations of provincial government employees, and the founding convention for such a body is scheduled for this spring.

Hartman sees this as opening the way to a higher degree of co-operation among all public employees:

"Where provincial government employees are organized, you have unions at three levels — federal, provincial and municipal. Then a start can be made at developing a council. I think those of us in the public field have to work closely together."

At the same time she forecasts important changes in public service bargaining:

"We are looking at a whole new method of bargaining. We are looking at organizing by area, region and even province in some jurisdictions. At present, our constitution allows complete autonomy and so we have to go into wider bargaining on a voluntary basis. For example, the 15,000

members bargaining with Metropolitan Toronto are in ten different locals, but they have voluntarily agreed not to opt out.

"There has always been a kind of leapfrogging; but now we are finding municipal bodies getting together in associations, and they are not going to budge. If we are not organized in the same way, we are going to be in trouble. That's a whole new kind of bargaining.

"Then there is a trend toward getting better pensions and shorter hours. In educational institutions

The woman who heads this organization, and directs a staff of 240, bears little resemblance to the popular image of a labour leader...

we have requests for contract provisions giving time off to take courses. The increase in the number of women is bringing new demands for day care and for maternity leave. We now have one collective agreement that provides leave of absence for clinical abortions."

The centralization of bargaining is particularly evident in hospital negotiations. In recent years, difficulties have arisen through the necessity of bargaining with local hospital boards whose budgets are now determined by provincial authorities. In Alberta, Saskatchewan, Ontario, New Brunswick, and to a lesser extent in Manitoba, there is a definite trend toward bargaining on a province-wide scale.

Any discussion on public service bargaining inevitably leads to the question of the right to strike in what are commonly called "the essential

services." Grace Hartman's opinion in this respect is very clear-cut:


"I believe very strongly that everyone should have the right to strike. I know it's a touchy problem, but today doctors are not hesitating to take strike action. If doctors in the \$40,000 to \$50,000 range can strike, then why shouldn't workers in homes for the aged earning \$2.70 or \$3.00 an hour have the same right?

"When you talk to people like hospital workers you find they are not anxious to strike. They feel a deep sense of responsibility to the patients. This applies no matter what level they are at — the person who is sweeping the floors, the orderly or the nursing assistant.

They are all very reluctant to take that step, but they also feel they are getting a bad deal. Ontario is the only place where the legislation really prevents such strikes, but I think we are going to be hard-pressed to hold some of them. They feel they are so far down that the only way they can go is up."

And CUPE's future?

"Well I think there is going to be a tremendous increase in employment in the service field. Someone has to empty the bed pans and pick up the garbage and so on. As the population increases, there is no diminution in that kind of job, and I don't think you can automate it. You may be able to automate the making of cars and other types of manufacturing, but not jobs in the public service field. That is why I think unions in this field will become larger and more powerful. I hope they also become more progressive and aggressive."

That is the direction of Grace Hartman's leadership, and she explains it with a determination that carries conviction. 

The Bayda proposal for labour peace

by Roy LaBerge

An inquiry into the long-standing industrial relations problems of the grain-handling industry in the Vancouver port area has come up with an unusual recommendation: that the parties be required by statute to "formulate, put into effect, and maintain a positive and well-defined industrial relations program."

Moreover, this requirement would be enforceable in much the same way that the present requirement "to bargain in good faith" is enforceable under the Canada Labour Code — the Canada Labour Relations Board would be given broad powers to impose sanctions on parties in default.

That approach has been rejected, however, by Labour Minister John Munro who says employer-employee relations cannot be improved by legislation.

The rejected industrial relations program was intended to:

- root out and identify labour-management conflicts and problems;
- find new ways of dealing with these conflicts and problems in place of the traditional adversary procedure;
- establish a free flow of communication on a permanent basis, between the workers and their union on the one hand, and foremen, middle management and senior management on the other — "to put it another way:

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establish a constant and unending dialogue between the two sides."

The recommendation came from Mr. Justice E.D. Bayda of Regina who was appointed to conduct an inquiry into the relations between labour and management in the industry just four days after Parliament legislated an end to a 46-day work stoppage last October. That stoppage was just one of 16 that had affected grain shipments through the port in the last 10 years, not only by grain handlers but also by railway employees, longshoremen, pilots and grain inspectors.

Bayda's 112-page report, tabled in Parliament on December 5, 1975, contained 22 recommendations, but the central one is the setting up of the "positive" industrial relations program.

The commissioner reached this recommendation after rejecting legislation to outlaw strikes in the industry and impose compulsory arbitration. He said such legislation could be enforced only if the parties were willing to agree to it, and right now they were not.

He saw the grain-handling industrial relations problem as mainly a problem in human relations.

But good human relations "do not just happen, they must be made to happen," and this took a great deal of "continual, concerted effort by both sides."

And the government had the right to "intermeddle" to make the relationship healthy, not by legislating a good relationship, which was impossible, but as "adviser, supervisor, catalyst, overseer and sometimes decision-maker while the parties discover their own problems and seek out their own solutions."

Bayda's program would start with a separate series of meetings for each grain elevator. At these meetings he visualized both sides together "analyzing their problems, deciding what they would like to see in an ideal relationship, setting goals and time limits and determining the methods to be used to achieve those goals within those limits."

He reported the major problems to be (1) the foreman whom the workers considered ill-trained or incompetent; (2) layoffs that often did not consider seniority as the major factor; (3) remoteness of decision-makers — the workers alleged that they were "in some down-east place" like Calgary, Regina or Winnipeg; (4) a feeling of alienation among the workers; (5) uncomfortable and unhealthy working conditions — "Dust and noise are the bane of the terminal workers;" — and (6) the lengthy collective bargaining process that

resulted in agreements worded so that "ordinary workers have trouble understanding them."

Bayda agreed with the workers that the foremen as a whole were not "a particularly perceptive" group. "As a result, they have little or no knowledge of the workers' deep-seated complaints," he wrote. "When the emissaries of management who are closest to the workers do not have that kind of basic information, the chances of that information getting to higher management are greatly diminished."

The commissioner recommended that senior management should participate in the early meetings at each elevator, and he saw both sides probably coming to the realization "that the problems of the workers are similar to the problems of the employer."

He suggested, for example, that the parties might decide it was desirable to have training programs for foremen, and regular meetings between foremen and shop stewards and between foremen, superintendents, assistants and terminal managers.

Each company, and the union, should have a representative at each terminal elevator whose job would be to put the program into effect, and the federal government should provide an overseer "on a continual basis and for an indefinite period" who would initiate the process of getting the program under way. However, he would not function as a mediator.

The federal overseer would also have the statutory power to get the parties together to commence negotiations "at the time he thinks proper, having regard to the desirability of concluding a new agreement before the expiry date of the old agreement."

The rejected industrial relations program was intended to root out and identify labour-management conflicts and problems.

And if he sensed an impasse developing, he would be empowered either to declare the chief negotiators unable to conclude an agreement and require the parties to replace them, and, if they did not do so, to appoint a replacement, or to request mediation or conciliation services.

Bayda also recommended that, by law, only the federal overseer or his nominee would be allowed to make public statements about "issues involved in negotiations or dispute or the progress of any negotiations." In the past, "inflammatory public statements" by the parties had hardened their positions and set back negotiations.

He also recommended that the union be allowed to declare a strike only if it were approved by secret ballot and only within seven days of the government-supervised vote.

The commissioner gave this rationale for his major recommendation, an enforceable and a "positive" industrial relations program:


"It is axiomatic that the industrial relations program which is most likely to succeed is one which is designed by the parties themselves and one that is entered into freely." But at the same time the parties owed an "extraordinary" duty to the public because they were involved in the movement of an essential commodity and enjoyed "a virtual monopoly insofar as the movement of grain through the

Vancouver port is concerned." Discharging this duty "cannot depend on the caprice or whim of some one individual or a group of individuals."

Hence, "the law, through statutory compulsion and a system of sanctions, must highlight the serious and heavy obligation on each side to set up and maintain a positive industrial relations program designed to promote peace."

He recommended that the Canada Labour Relations Board be given broad powers to impose "whatever sanctions it deems appropriate (e.g. the power to suspend an employee for a limited time without pay, the power to remove from office, the power to seize union checkoff dues, the power to seize storage payments payable at a terminal elevator, the power to install a temporary trustee to run either the union or the elevator.)"

His report also observes that the grain handlers are only one of several groups of employees capable of shutting down the port, and that the multiplicity of bargaining units and expiry dates of collective agreements "weigh heavily against a predictable, sure, steady movement of grain through Vancouver ports."

On December 23, Labour Minister Munro rejected Justice Bayda's legislative proposal "because it assumes that employer-employee relations can be improved by legislative intervention. I do not share that view." Instead, Munro appointed H. Landon Ladd, a former vice-president of the International Woodworkers of America, as an industrial relations consultant "to work with the parties in order to build a more constructive relationship." 

For a unionist's reaction to the Bayda proposal, see FORUM p. 155.

Immigration policy: a labour-related issue

by George Sanderson

While continued immigration is in Canada's economic interest, it is clear that immigration policy can no longer be determined largely by short-term economic objectives. It must be viewed as a long-term investment that requires forward-looking, far-sighted economic and social planning, not to mention a substantial degree of co-operation among all levels of government.

Owing to a decline in Canada's fertility rate since 1960, immigration now accounts for close to 50 per cent of population growth. It's been estimated that even if the decline in the fertility rate were to cease, and the current fertility rate of 1.8 births per woman were to be projected into the future, Canada would still require a *net* immigration of more than 50,000 a year to prevent a decline in total population after the year 2,000.

In addition to declining fertility, the annual growth rate of the labour force is expected to decline in the 1980s — falling from about 3 per cent to 2 per cent — and this could mean that without immigration, future economic development might actually be held back by labour shortages. The result would be a change in the structure of production costs, with unit labour costs tending to grow faster than others, under-utilization of our productive capacity, and a waste of resources.

Economic growth, however, doesn't

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necessarily depend on increases in employment. If we changed our methods, if we worked harder and more efficiently, we could — through increased productivity — offset the anticipated slowdown in employment growth.

Additional capital could to some extent enable us to solve the problems caused by manpower shortages, because capital could be substituted for labour in the production process. Obviously, though, sufficient capital would have to be available, and there's no guarantee of that. In fact so much capital will be required for investment in the energy and transportation sectors as well as to restructure and improve the competitiveness of Canadian industries threatened by international competition, that it may be impossible to supply enough to meet these needs as well as to compensate for the anticipated manpower shortage.

Assuming that we wish to achieve the same rapid growth rate we experienced in the 1960s, we would need a substantial increase in net immigration to about 300,000 persons annually by 1985 — or a considerable increase in participa-

tion in the labour force, or a significant rise in productivity.

By holding the level of net immigration at 100,000 a year, however, and assuming that the rate of increase in the labour force will slow down in the 1980s to about 2 per cent a year, we could expect to achieve a growth potential of around 4 per cent annually in the 1980s, compared with an average of more than 5 per cent a year in the 60s.

At this rate, the level of unemployment in 1980-85 would probably stabilize at around 3.5 per cent and there could still be a manpower shortage that would vary from sector to sector and region to region.

If, however, we opt for a slower growth rate — say 2.7 per cent annually during the 1980-85 period — accompanied by full employment — we would need to limit the rate of growth of the labour supply to about 0.7 per cent a year, down from the 1.6 per cent forecast by the Economic Council of Canada. To do this, we would probably need to fix net immigration at zero beginning in 1980, reduce the work week to less than 35 hours by 1985, and lower the retirement age to 60. The slow-growth option would place more emphasis on leisure, on consuming and spending less. It would require restraint and frugality.

We must choose, therefore, between three growth plans. The first —

rapid growth — is unlikely to be adopted by policy makers because attitudes toward the value of growth per se have changed drastically over the past 10 years. Unbridled growth is no longer synonymous with progress, and is seen by many as a threat to the quality of life, contributing to urban congestion, environmental pollution, and depletion of our non-renewable resources.

Rather than picking the other extreme of slow growth, Canada is more likely to opt for a middle course that would imply moderate change from current trends.

The economic benefits of immigration are obvious providing there are reasonable employment opportunities. An influx of immigrants increases demand for goods and services and saves on human capital by tapping the labour forces of other countries. Direct costs incurred in training immigrants and providing them with adjustment services are more than offset by the fact that working immigrants arrive with training and experience acquired at no cost to Canada. Manpower acquired through immigration is essentially a gift that has saved Canada several billion dollars in educational expenditures over the past 30 years.

One of the economic arguments against immigration is that it may lead eventually to lower rates of growth and lower wages because a growing population will be dependent on a finite volume of resources. While this thesis has some validity, it is hardly applicable to the Canadian economy, which is characterized by continuous technological, organizational and structural changes that have been reflected in rising productivity and an expanding absorptive capacity.

Another argument marshalled by the sceptics is that newly arrived

Without immigration, future economic development might actually be held back by labour shortages

immigrants are more likely to accept lower wages and tolerate less satisfactory working conditions, ultimately forcing wages down in some industries and taking jobs away from Canadians. Yet, there is no empirical evidence to support this type of speculation.

Moreover, the assertion that immigration contributes significantly to unemployment assumes that the number of jobs at any time is fixed and that immigrant workers reduce the number of jobs available to Canadian citizens. The truth is, however, that the employed portion of the labour force has been growing rather than remaining static.

Furthermore, the Canadian labour market is experiencing high job vacancy rates alongside high unemployment rates. This indicates the need to import those who are qualified or willing to work in fields where there are labour shortages. It is not uncommon for immigrants to fill many of the least desirable jobs in our economy — jobs that are no longer attractive to Canadians.

The Canadian Labour Congress is justified in demanding that immigration never be used to supply "cheap" labour to Canadian employers or to take jobs away from Canadians in times of high unemployment, but this need not happen if the immigration flow is managed wisely and efficiently, and if immigrants are adequately protected against exploitation by unscrupulous employers.

Organized labour has also expressed the view that the availability of workers trained at someone else's expense has contributed to

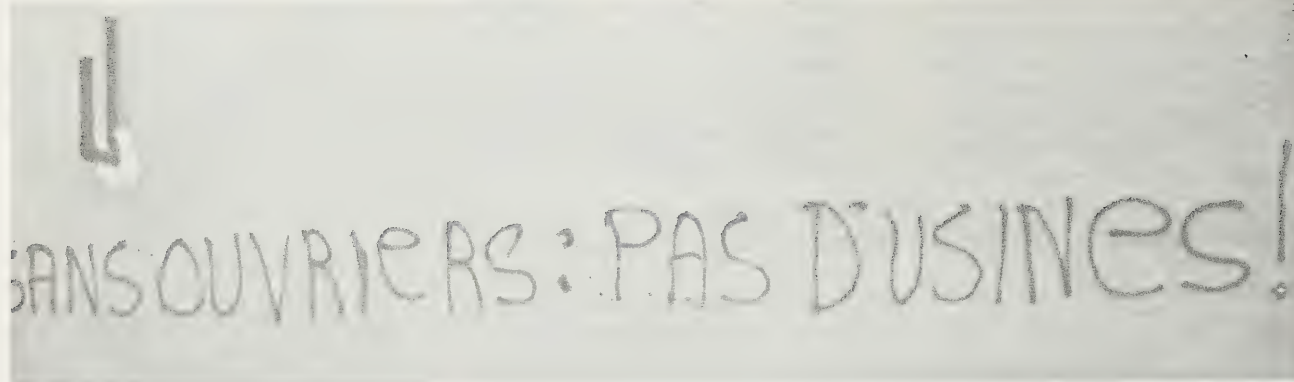
a considerable reluctance on the part of Canadian employers to engage in on-the-job training programs for Canadian workers, or to hire recent graduates.

Perhaps there is some truth in this assertion, but a mere stop to immigration would not necessarily induce employers to make significantly greater efforts to train or retrain unemployed Canadian workers for vacant jobs. Besides, occupational training is not exclusively the employers' responsibility. It must be shared with government and schools.

The federal government supports the idea of providing training to those members of the workforce who lack adequate education and skills to compete successfully in the labour market. This support is reflected in Canada Manpower's institutional and industrial training programs. More than \$2 billion in federal funds have been invested in manpower training since the passage of the Adult Occupational Training Act in 1967.

...occupational training is not exclusively the employers' responsibility

The responsibility for occupational training also rests with the education system. But the system hasn't always produced the best results in this regard. According to a draft report prepared by the Organization for Economic Co-operation and Development — and leaked to the press earlier this year — "the present quality of practical and vocational courses in high schools is not generally adequate." Canada hasn't defined educational goals "that fit the vision of the national interest." The final report, which is expected to contain only minor revisions, will be published by the OECD later this year.



SANS OUVRIERS: PAS D'USINES!

Warning on a wall: "No workers, no factories".

The report says major problems remain in integrating academic and vocational curricula in high schools. "It remains customary to direct the weaker and less motivated pupils [toward vocational programs] with the result that these offerings become too unattractive to other children. It is a doubtful practice, too, to view the practical courses as busy work for children, rather than a basic vocational training of real value to the children."

And because manpower and job skill training have been neglected at the high school level, most students tend to shun manual work and to aspire to occupations where job vacancies may not be so prevalent.

A further argument against importing skilled workers is that by accepting them Canada contributes to the "brain drain" from developing countries. It must be noted, however, that the loss to these countries has been somewhat exaggerated, because in some of them, for example India and Sri Lanka, the number receiving advanced education surpasses the number of suitable employment opportunities (LG, Feb., p. 90). Moreover, Canada is committed to the free movement of people. It should be up to the country of emigration to take steps

to protect itself from a loss of skilled manpower, and in such situations Canada should naturally refrain from active encouragement of immigrants.

While it is obvious that we must look to immigration to contribute to the economic, cultural and social well-being of Canada, it is clear that the current system of immigration management must be significantly modified.

Perhaps a more efficient and equitable way to achieve desired population growth would be to

A global quota, adjusted from time to time, could reduce the erratic character of immigration

regulate the *total* inflow of immigrants by setting an annual target — to be determined by the country's demographic and economic needs — rather than by tightening the selection system, the traditional approach. When formulating a target each year, account would be taken of long-term needs as well as short-term pressures. The next step would be to develop effective procedures for determining and keeping close to that target.

A global quota, adjusted from time to time, would reduce the erratic character of immigration while leaving enough flexibility to adapt to changing economic conditions.

Not everyone would agree with this view, however. Some would argue that a quota system does not provide the short-range flexibility that is required. Yet without some sort of annual target, it would be difficult to achieve an even rate of population growth as well as take account of changing economic conditions and needs. The points system was never intended to regulate the *numbers* of qualified immigrants accepted, and leaving the level of immigration to vary with economic performance has produced severe fluctuations in rates. As André Raynauld, chairman of the Economic Council of Canada, pointed out:

"There are very substantial economic consequences from an alteration in the pace of population growth, either from fast to slow or from slow to fast... It would be desirable not to have too much fluctuation in immigration, no more so than it is desirable to have fluctuations in income and investment, because that generates cycles and instability in the economy that can prove very costly to Canada."

...future immigration policy will emphasize job skills and experience while downgrading educational qualifications

Having decided how many immigrants to admit in any one year — the joint parliamentary committee on immigration has recommended a minimum of 100,000 — the next step is to determine the basis of admission. It is to be hoped in this regard that immigration policy will continue to be fair and non-discriminatory on the basis of race, creed, nationality and sex. It is equally important to devise selection criteria designed to ensure that non-sponsored newcomers to Canada are well equipped to secure employment. Unless the working immigrant has a reasonable chance of finding a job related to his training and abilities, neither he nor Canadians benefit from his settlement in Canada.

Assuming that the points system is maintained for evaluating all independent immigrants, and there is no reason why it shouldn't be, practical experience in an occupation is no less important than formal education. It is therefore likely that future immigration policy will emphasize job skills and experience while downgrading educational qualifications. This would bring in more tradesmen and fewer university graduates with little or no practical experience. The Senate-Commons committee recommended that the number of points awarded for educational attainment be reduced to 12 from 20. It also recommended an extra eight points (making the total 18) for occupational training. This would diminish the advantage now enjoyed by the highly educated but inexperienced while assisting those

with less formal schooling but a highly desirable set of skills.

To the extent that the points system stresses *industrial* skills, it will inevitably result in the selection of more immigrants from industrialized countries than from the developing nations. A policy which de-emphasizes such skills in the interests of a better racial balance in immigration, however, would neither serve the economic and social interests of Canada, nor would it be in the best interests of those seeking to immigrate here.

Assessing the kinds of skills that will be required to meet the needs of the country isn't going to be an easy task, however. It is difficult to make such assessments on a current basis, let alone predict what the economy will require in the years ahead. But we can at least try.

A very broad range of job classifications are rated from 0 to 15 according to national demand for the skills involved. This rating is based on the Job Vacancy Survey conducted by Statistics Canada, and the figures are adjusted monthly.

Some observers, however, are sceptical of Canada Manpower's ability to retrieve accurate information upon which short-, medium- and long-term planning can be based. The Canadian Labour Congress, for example, has pointed out that Manpower no longer has a complete national job vacancy list that could apply to immigration, even in the short run. The Congress suggests that employers be compelled to register all job vacancies with the Department of Manpower and Immigration. The parliamentary committee, for its part, suggested that Manpower's calculations might be somewhat improved if the statistical base were extended to include other information on job vacancies, perhaps from

provincial or private employment agency sources.

In times of high unemployment in Canada, it would be preferable that independent immigrants had either an arranged job or the skills required in a "designated occupation" — one in very high demand in specific localities, which cannot be filled. Because an arranged job is beneficial to both the immigrant and the employer, the Senate-Commons committee recommended that 10 points should continue to be awarded to a person who has obtained a valid job offer before departure. Immigration officials must be satisfied, however, that the prospective employer offers the prevailing salary for the position, and satisfactory working conditions and benefits.

Steering immigrants against prevailing population currents...is foreign to the traditional freedom of movement of the individual

The parliamentary committee has suggested also that a successful applicant be given the opportunity to emigrate immediately — in effect be allowed to jump any queue that might have formed — on condition that he or she be prepared to take on an available job and commit themselves to a written contract to remain in the designated locality for two years. Compliance with the contract would be encouraged by delaying completion of formal landing until the immigrant has taken up employment in a designated area. Any one who failed to honour the terms of the contract in a way that indicated he misrepresented his intentions when he agreed to it would be "required to depart" from Canada.

The idea of steering immigrants against prevailing population currents, however, appears somewhat harsh, and is foreign to the traditional freedom of movement of the individual upon which Canadian society is based. Moreover, a program aimed at inducing individuals to settle in sparsely populated parts of the country probably would not succeed unless those areas were made equally attractive to Canadian citizens. It would merely be a temporary and inadequate solution. As the Canadian Labour Congress put it, if jobs were available in the rural regions that paid a "decent" wage, then both immigrants and Canadians alike would move to those jobs. But there are other, more important reasons that newcomers tend to prefer major urban centres: a greater variety of employment opportunities, better amenities and community services, the presence of relatives, compatriots or friends who speak the same language and share the same interests.

It's likely that work permits will continue to be issued to those who wish to work in Canada on a temporary basis at jobs that cannot

be filled by citizens or landed immigrants. Some observers say, however, that there would be no need to bring in migrant workers if adequate wages were paid for the jobs that temporary workers are traditionally called upon to perform. The Canadian Labour Congress, for example, has suggested that better wages and working conditions, provision of transportation and suitable accommodation would attract unemployed Canadians to such jobs. The solution isn't that simple, however. Upgrading labour standards so that Canadians would want to do the work must be weighed against the pressures on the economy that would result from such a policy. Moreover, higher wages alone won't solve the labour shortages.

Nevertheless, it would be difficult to prove that certain categories of temporary workers — not to mention immigrants — are not being relegated to unattractive jobs, receiving low wages, and working under poor conditions. Temporary workers have no representation by a union for purposes of collective bargaining, and in some occupations they do not even have the protection

of labour standards codes. They can also suffer psychologically by being isolated from their families and unable to speak either English or French.

The joint parliamentary committee noted, however, that "protections and safeguards have been instituted in an attempt to ensure that wages and working conditions are at least of a standard deemed adequate for Canadians" doing the same work. The committee also pointed out that a study commissioned by the Law Reform Commission of Canada observed that foreign workers are usually satisfied because Canadian wage levels are attractive to them.

Only twelve per cent of temporary workers now come to Canada on special programs worked out with their governments. Most are seasonal farm workers. Because they come under an inter-governmental agreement, the terms of their work and remuneration are specified in detail and enforcement is more comprehensive than Canadian migrant workers enjoy. The foreign workers have recourse to the assistance of the authorities of their country if their contracts are not fully honoured. These arrangements under which they come to Canada appear to be satisfactory. Most temporary workers stay for fewer than 200 days. In 1974, more than a third were in Canada fewer than 90 days.

Obviously, work permits must be issued only for genuinely temporary needs. Where a *persistent* need for labour arises that unemployed Canadians are not qualified or not willing to fill in a specific locality, the emphasis should be on recruiting immigrants abroad willing to do the work, provided of course that the wage offered is comparable to that paid for the same job in similar communities in Canada.

The joint committee recommended



Immigrant workers should be counselled on their rights...

that greater efforts be made to persuade provincial or local authorities or union locals to take a more generous approach to trade certification and apprenticeship of immigrants, and so lessen the need for temporary workers in some occupations.

The committee called also for more regular and thorough inspections and enforcement of wages and working conditions in all jurisdictions. And it suggested the appointment of an advisory board representing the federal government and the provinces to protect the rights of foreign workers.

There is also a need to tighten control over the entry to and stay in Canada of visitors who intend to reside here and work illegally. The plight of illegal aliens is a matter of concern because they are vulnerable to exploitation, intimidation and blackmail. Employers should therefore be required to make reasonable enquiries to establish that their employees are entitled to work in Canada, and be liable to prosecution for employing anyone who is not a citizen or landed immigrant, or who does not have a valid work permit.

Once persons are admitted to Canada as immigrants they must be treated on a basis of equality with citizens (equal pay for equal work and equal opportunity for jobs and promotions). This presupposes well-enforced human rights legislation, public education and community action programs to assist inter-group adjustment. Many Canadians believe we need to provide better services to immigrants. One of the principal problems is language. Another is the lack of neighbourhood centres to provide newcomers with information and advice.

Some of the initial difficulties immigrants experience in finding satisfactory employment include: a

The committee called... for more regular and thorough inspections and enforcement of wages and working conditions

reluctance by employers to recognize their qualifications, job seniority within unions, and techniques for performing tasks that differ from those the immigrants have learned in their countries. The joint parliamentary committee pointed out that "because the present appraisal of education is not sensitive to qualitative differences, newcomers on arrival in Canada are frequently faced with difficulty in finding employment in their occupations or professions. Accordingly consultation should be undertaken with a view to establishing Canadian equivalencies for foreign education and training."

Reform is also needed in a couple of other areas. Prospective immigrants should be counselled on their rights before leaving for Canada and advised where to secure help on arrival if needed. This would help to minimize exploitation based on an immigrant's ignorance and his fear of losing his job if he chooses to exercise his rights. The Canadian Labour Congress, among other organizations, has expressed the view that immigrants are woefully ill-informed or misinformed on their rights to transfer from one job to another, on labour standards, availability of medical and social services, unemployment insurance and language instruction. The Congress has suggested that each immigrant be handed at least a simple statement of his or her rights as a worker based on federal and provincial legislation and practice and printed in the immigrant's own language as well as in English and French.

Employers for their part must ensure that immigrant workers are aware of the risks to which they may be exposed in their jobs, that they understand safety regulations, instructions and warnings. This would help to minimize death and injury on work sites.

Perhaps the Government could also take the Congress up on its suggestion that a study be conducted of the perceptions of Canada and Canadian life by immigrants in a variety of countries, and of information procedures that confirm or modify these perceptions. The central labour body said its members receive "countless" complaints of misrepresentation by immigration officials abroad as to the nature of job opportunities, income levels, the cost of living, and the availability of housing in Canada.

The Congress feels that information about Canada given to immigrants should also include a "recitation and explanation" of the preamble to the Canada Labour Code. Immigrants are apparently "not being told that free collective bargaining is accepted in public policy as a basis for determining working conditions." And, the Congress tells us, "some employers are doing everything in their power to prevent immigrant workers from exercising their rights to organize trade unions... Immigrants are easily intimidated by employers who lay off, or threaten to lay off at the slightest indication of union activity."

In conclusion, it would appear that much remains to be done to improve our system of immigration management and to assist the immigrant, particularly during his or her first few months in Canada. [9]

The foregoing is the text of an address by the author to a symposium on immigration law and policy held March 5 and 6 at the University of Ottawa.

Fair comparison criteria: — a basis for public-sector collective bargaining in P.E.I.

by G. K. Cowan

A "socially just trade off" and better communications are providing a workable alternative to sheer power-struggle bargaining for public servants, school and hospital employees in Prince Edward Island.

Four years ago, employee organizations in schools, hospitals and the public service, agreed that the time had come to remove final decision-making on employee incomes from the provincial government's total control and to establish a negotiations procedure with a separate decision-making process. Nearly 8,000 employees would be involved, creating the largest bargaining units in the province. A brief experience with a consultation process had preceded this decision.

Starting without a background of hostility or strongly entrenched preconceptions, the parties were able to innovate. A special committee of the cabinet conducted meetings with employee groups and sought information on other public experience through staff studies and contacts.

The parties agreed on the need for a procedure that would ensure the negotiation of incomes for employees that were fair both to the public and to employees, without having to resort to a continuous power struggle accompanied by breakdowns, work disruptions,

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employee-government alienation, and corresponding public irritation.

Initial studies pointed out the need to relate public service incomes to those of the private sector, so as not to give powerful unions in the public sector an unfair advantage within the economic system, and so that public service units without bargaining clout would not drop significantly behind private sector pay capabilities.

To implement this principle, the Economic Council of Canada in its *Third Annual Review* urged governments and unions in the public sector to "maintain as close a relationship as possible with wages, salaries and other benefits paid by 'good employers' in the private sector... on a current basis without excessive delays."

Starting without a background of hostility or strongly entrenched preconceptions, the parties were able to innovate

In addition there is a need to define a "good employer," in terms of criteria such as sufficient size, steady operations, modern efficiency, modern employer-employee relations, and so on. This would permit the parties to jointly agree on those companies that fit the criteria, and that will then be studied for total income comparisons as a preliminary step in negotiations; a step causing a major narrowing of the gap between offers and demands, easing settlements, and making it possible for the parties to trust an arbitrator to settle irreconcilable differences, since the arbitrator too must follow the criteria, thus reducing the risks of a "ridiculous" award. In fact, an arbitrator is seldom ever required.

Such criteria have been developed for public employees in Britain and New Zealand. They have also been used in Sweden where wages in the export industry provide the comparability data, and in the United States — for Michigan's police and firemen and in New York City. The Tennessee Valley Authority has established rates related to private sector and negotiated pay in area for over 30 years, while Alaska Railroads scales relate to mainland U.S. rail rates. In the words of U.S. President Ford's June 13, 1975 memorandum establishing a panel on federal compensation, "a system that is fair and equitable both to the employees and to the public" should be based on "the

principle of comparability with non-federal employees.”

Based on the above principles, P.E.I. public employee groups and the government — in joint committees — developed legal regulations for negotiations and arbitration that include such criteria as:

- comparison with the “better paying” P.E.I. private sector employer, of suitable size;
- where no suitable comparisons exist on P.E.I., comparisons are to be made with parallel government or private jobs in other Maritime provinces but taking into account “economic capability” differences, including receipt of federal aid, among the provinces;
- general provisions such as the need for adequate employees, internal classification distinctions and the interrelation of pay between different professional and non-professional groups in both private and public sectors.

By agreement of the parties, silence is maintained on the strike question, with no reference to penalties against strikes, nor to prescribed strike procedures — thus placing total emphasis on negotiations or arbitration to settle differences. The Labour Act however does provide penalties for strikes in hospitals.

This assumes, so far correctly, that the procedure will permit the negotiated settlement of virtually all differences, while accepting the fact that a group walkout could occur for various reasons. Should this happen, attempts to solve the problem would be instituted relying ultimately on legislative action, if required.

If incomes for public servants are to appear to be fair to both employees and to the public, to

A “socially just trade off” has been arrived at whereby government is “committed” by Acts or regulations to provide public employees with incomes up to the ‘good employer’ level...

make them acceptable, it must be possible for employees to earn, and know they are earning, what they could earn with a good company or a nearby government without placing unfair tax burdens on the public.

Such an approach enables government to present a strong case to its employees and to the public, and provides union leaders with a basic argument for “acceptance” of a settlement should any serious breakdown occur.

A “socially just trade off” has been arrived at whereby government is “committed” by Acts or regulations to provide public employees with incomes up to the good employer level, while employees accept the limits of this level of income as fair and economically justifiable.

A conscious decision was also made by the responsible Ministers to establish, as far as possible, harmonious working relations with the official employee representatives and employees themselves to reflect a recognition of the commonness of function and purpose among employees and managers in government. The negotiating criteria above reflect this community of interest. Both sides in government exist only to provide a service, but the goal of profits can add a divisive element between the sides in a private company.

Provisions are made in the regula-

tions for joint gathering and sharing of data related to comparability factors six months prior to the start of negotiations as a means of reducing or eliminating the usual quarrels over data.

Also, joint training sessions that have been jointly organized and presented take place for both government-employee representatives and involved managers to explain the negotiating system, provisions of a new contract, procedures for handling grievances, and so on.

Joint committees have also been established at different levels to discuss day-to-day problems of working relationships and to find working solutions before these problems fester into serious issues affecting bargaining. “Any matter of serious concern to either party” may be raised at these meetings.

An appeal board on classifications which has also been set up, has the power to reject classifications,

Managers are provided with the same comparability criteria for their income determination as non-management employees...

requiring the Civil Service Commission to reconsider them.

The government also pre-determined unit size and areas for negotiating purposes by regulation, providing large units covering, as in the case of the civil service, all classifications in an attempt to reduce friction and competition between classifications and to require all employees of a function to be included at one time rather than in a piecemeal development.

All management in the civil service — excepting Cabinet staff, deputy

To date, through two sets of negotiations, neither conciliation nor arbitration has been required

ministers, and those involved in negotiations on behalf of management — and all school principals are included in the bargaining unit for negotiating pay and related matters on the understanding — as in the British system — that membership in the employee association must in no way interfere with the managerial functions of the member. The final step in grievances, which are minimal in number, is to be taken by an excluded person. In P.E.I., as in Britain, it has to date, proven viable. It avoids the conflicts created by the federal government's artificial division up-the-middle of its management employees for bargaining purposes.

Managers are provided with the same comparability criteria for their income determination as non-management employees, largely eliminating favoritism or uneven salary developments in different departments.

A recognition procedure is also established in the regulations whereby the minister responsible for a unit is required to recognize an employee organization once sufficient signatures have been provided. Regular open periods for changing organizations and voting procedures in case of more than one application or if serious doubts are raised, are included.

Conciliation and arbitration processes are also detailed in regulations and established for the parties, upon request, by the minister of labour. Either party may request arbitration consisting of a single arbitrator if jointly agreed, or a three man board, with a jointly

chosen chairman. Only unresolved issues may be subject to arbitration, unless the parties are otherwise agreed, in order to facilitate an award.

To date, through two sets of negotiations, neither conciliation nor arbitration has been required.

Subjects for contract negotiation are limited, initially, to pay and related matters on the assumption that the consultation process will be an effective instrument for dealing in a non-pressured time span with some complex issues. The common and often constant wrangling over management rights is by-passed by not attempting to detail every right but rather to concentrate on solving real problems. The principle of "fair comparability" also permits change.


The general procedure has permitted a considerable catch-up in incomes for P.E.I. public employees during the past three years

Acts and regulations place the final control of negotiations on management's side in the hands of Treasury Board. Each department, however, is closely involved in negotiations. A cabinet committee has been accountable for Acts and policy decisions, reflecting the reality of public service collective bargaining in which the political side of government is inevitably drawn into the resolution of serious problems and therefore requires a strong role in policy formation and in making certain that the policies are being pursued at all levels, especially when problems created by management could reflect on the relationship with unions and ultimately on bargaining.

In order to encourage speedy development of negotiations as the

employee organizations become ready to proceed, it was decided to alter the School, Civil Service and Hospital Acts slightly, enabling them to give legal authority to regulations on the details of negotiations that would later be passed by the Cabinet after suitable consultation with the parties. The regulations route also permitted some flexibility to meet ongoing problems in what was first described as an "experimental" period by the government as each group became organized and new regulations were established under the particular Act required. Each set of regulations contain the same basic provisions in order to ease the development of a separate, all-encompassing Public Service Act and regulations should this be desired at a later date, or if more detail were to be placed into the separate Acts, instead of in regulations.

The general procedure has permitted a considerable catch-up in incomes for P.E.I. public employees during the past three years. Since each job is to be related to comparable jobs in the private sector or in surrounding governments, some pay increases within the public service varied greatly, as the outside comparables varied. This caused some initial concern until the system became understood. Across-the-board increases had been the usual method of previous years, and had created certain distortions. The system also assumes that government policy on inflation and related economic matters will deal with all employed persons on a common basis and not treat government employees on a separate basis, making them "examples."

The success of many Commonwealth countries with the "fair comparability" system seems to be reflected, to date, on Prince Edward Island. The principles bear examination for wider application. 

Labour merger in Québec — a case against it

by Yvan Guay

The idea of merging Québec's major labour bodies was raised anew at the Québec Federation of Labour's 14th annual convention in Québec City, last December. Despite a generally cool response to the idea, during the course of the convention several long-time trade unionists strongly endorsed the concept.

Prominent among its supporters was Yvon Charbonneau, president of the province's largest teachers' federation — the 75,000-member Centrale de l'enseignement du Québec (CEQ). He officially requested the 270,000-member QFL, and its rival — the 185,000-member Confederation of National Trade Unions (CNTU) — to discuss a merger with the CEQ.

Even if support for such a merger were to be mobilized within the Québec labour movement, it is important to remember that it will be a long time before Québec trade unionists are autonomous enough to take such a step. A major practical consideration is that — according to Statistics Canada — almost as many Québécois belong to American unions (344,000) as belong to Canadian unions (378,000).

The lack of organizational similarity in the union structures of the

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largest labour bodies — the QFL and CNTU — is, however, perhaps the largest obstacle to any kind of merger. The QFL is really, as its name implies, not a true central body but a federation of trade unions. Its head offices and decision-making centres are for the most part in the United States.

Considering that Montréal is the city with the largest number of members of American trade unions (215,000) in Canada, and that the great majority of them are members of the QFL, it is obvious that this pseudo-central body is not about to attain autonomy sufficient to achieve self-determination.

Nevertheless, we should not underestimate the present tendency of Canadian trade unions to demand

Other workers are not inclined to give financial support to strikers who generally earn more than they themselves do

greater autonomy from their American head offices. For example, the 25,000 Canadian members of the Brotherhood of Railway, Airline and Steamship Clerks have formed an autonomous national section within their international trade union. Leaders of the Canadian Brotherhood expect this compromise formula to be followed by other international unions. It must be noted that so far, the effort some international unions have made to become more Canadian in their operations has caused outright separation from the parent body. A case in point is the paper workers, who last year formed an independent trade union affiliated to the Canadian Labour Congress.

Charbonneau mentioned the necessity for a joint organization in every region of Québec as a second prerequisite to the merger of Québec's central labour bodies. In that connection, the CEQ president pointed out that "when Québec workers succeeded in scoring points against certain American giants, it was through their local or regional mobilization." He gave as an example the Firestone strike in Joliette, which ended in victory following an unprecedented mobilization of local support. Nevertheless, it must be realized that such mobilizations of workers are rather infrequent.

...union members who are not on strike soon get tired of giving financial support to strikers, especially if they belong to a rival central labour body

In Joliette, for instance, the strikers were able to hold out for such a long time because they were so few and because the local population was on their side. Most of the strikers were able to find temporary jobs, and during the conflict several earned incomes larger than when they worked for Firestone. To win the support of the community, as they did in Joliette, the strikers must not be so numerous that they become a burden to the region, and the community must be convinced that the strike is justified. Other workers are not inclined to give financial support to strikers who generally earn more than they themselves do. Furthermore, the strikers must be considered to be integral members of the community. This is not often the case in urban centres, where relationships among citizens tend to be impersonal.

It is obvious that "scoring points" against large enterprises, as Charbonneau puts it, requires a rather unusual combination of circumstances. The point is best illustrated by the rarity of such trade union victories. If the unions of the various central labour bodies were willing to replace those exceptional local circumstances by inter-union agreements of strategy, they would undoubtedly not be any more successful. It must be realized that "agreements on strategy" between trade unions often fizzle out, first of all because the various central labour bodies are jealous of their autonomy, and

then because such agreements are made at the executive level, without a true participation of the union rank and file.

Finally, union members who are not on strike soon get tired of giving financial support to strikers, especially if they belong to a rival central labour body. Indeed, long-lasting strikes usually have the effect of diminishing the enthusiasm of organized workers. They do not readily accept the notion that their union dues will help the strikers of another central labour body, while the strike benefits of their own organization are already insufficient for their own needs.

Trade union theoreticians like Charbonneau, believe that this mutual suspicion of the central labour bodies is harmful to the unity of the trade union movement, and that without this unity no successful fight can be waged against the large employers. That is the reason Charbonneau favours establishing a common program. Yet endorsement of such a program is precisely what is most difficult to obtain from the majority of trade unionists. The QFL alone unites more organized workers than the other two main central labour bodies in Québec — the CNTU and the CEQ.

The union philosophy of the QFL is for the most part that of the American labour movement, which reflects the principles of the market economy of the American enterprises, such as higher salaries, shorter hours of work, and the absence of political commitment. On the other hand, the leaders of the CNTU and the CEQ intervene constantly in political debates in the name of their respective bodies. Many members of the CNTU and all the members of the CEQ are employed by the provincial government. Added to

this, the socialist and nationalist convictions of a large number of the leaders of these two labour union groups make the CNTU and the CEQ the political ideological centres of Québec's labour movement.

Nevertheless, the majority of their members do not necessarily favour politicization of their unions. The lack of indignation, not to say the relief of the majority of the members of the three large central labour bodies — the QFL, the CNTU and the CEQ — when their leaders, who had encouraged civil disobedience by rejecting the government's back to work order in 1972, were jailed, is proof positive of that. The common front of the three bodies in 1972, which was as political as it was trade unionist,

...the use of trade unions as political organs is doomed to failure because it does not reflect the will of the majority of organized workers

proved that in Québec as well as in the rest of North America, the use of trade unions as political organs is doomed to failure because it does not reflect the will of the majority of organized workers.

Considering the different attitudes of the QFL, the CNTU and the CEQ concerning the politicization of the labour movement, and the hostility of the majority of the members of trade unions to the politicization of their organizations, it is obvious that the three conditions that Charbonneau considers essential to the merger of the central labour bodies are not on the verge of being met. Is this situation to be deplored or rejoiced at?

Considering that a monopoly — be it of trade unions or employers — holds more disadvantages than advantages, rejoicing is in order. From the beginning, and particularly since the advent of the multinationals, the trade unions have attacked corporate monopolies, whose hegemony and arbitrariness are possible precisely because of the absence of adequate competition. Why should it be different in the case of trade unions?

Leaders of the central labour bodies are generally career men who have succeeded in retaining their positions of power, despite policies and decisions disapproved by the majority of their members, because union democracy can be circumvented. The central labour bodies, by not allowing the rank-and-file members to elect directly their top leaders, isolate the latter from the rank and file and create the conditions under which a clique is able to perpetuate itself by the very nature of the organization. Once in power, a group can maintain itself in office almost indefinitely. The danger of eliminating the rivalry among the central labour bodies by their merger is obvious, considering that the leaders of two of the three large bodies — the CNTU and the CEQ — and certain members of the executive of the QFL, are more interested in playing politics than in practising trade unionism.

Trade unions are not political parties. They were created to defend the interests of workers as workers, not as citizens — in other words to improve their salaries and their working conditions rather than their political system or their social status. As a matter of fact, North American trade unions tend to include the political spectrum: liberals, conservatives, nationalists, and socialists. Therefore, we cannot condone the imposition

Considering that a monopoly — be it of trade unions or employers — holds more disadvantages than advantages, rejoicing is in order

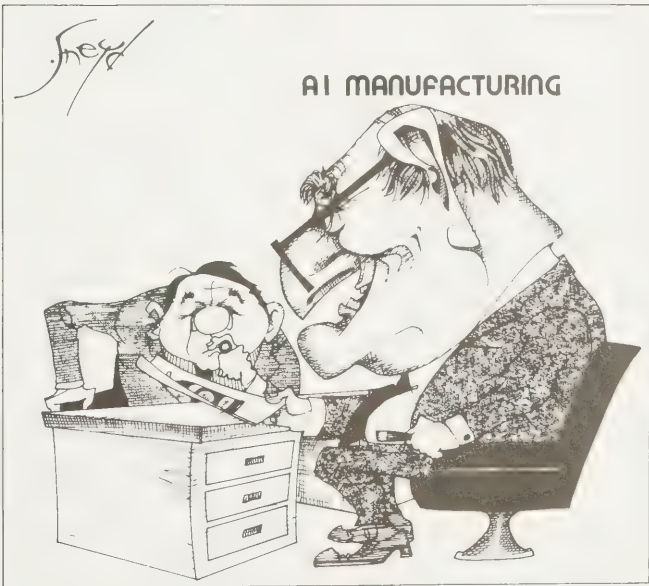
upon all the members of a trade union — and still less upon a central labour body — the political opinions of even a majority group.

Sociologist Gérard Dion of Laval University, a tireless defender of the working class, stated last September that Québec trade unionism had become “a conservative force impeding desirable and necessary social change.” He said “union leaders are comparable to dishonest politicians.” That devastating judgment comes from a stalwart friend of trade unionism. But trade unionism has for several years

become in Québec, as in the rest of North America, a business matter for a large number of specialists: negotiators, legal advisers, organizers, and others. The members are considered mainly as contributors and sure sources of income for those trade union careerists. It is therefore inevitable that an increasing number of organized workers want their trade unions to devote themselves more to defending their interests than to ensuring an income for the specialists.

A multiplicity of competing central labour bodies is therefore essential, even if it were only to enable workers to force the leaders of their respective organizations to be more respectful of their will and more anxious to defend their real interests, by threatening to go over to a rival central body.

The foregoing was condensed from an article in La Gazette du Travail.



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"Just paint it green, call it 'New & Improved' — and up the price!"

The changing stance of the professional employee

The spectre of Canadian professionals turning politically to either the extreme right or the extreme left has been raised by L.W.C.S. Barnes, a former executive director of the Professional Institute of the Public Service of Canada.

His platform was not a political meeting but the Industrial Relations Centre at Queen's University, where he conducted a series of lectures as a visiting senior research fellow. This resulted in the centre publishing his lectures under the title, *The Changing Stance of the Professional Employee*, the 29th in its series of research monographs.

In his paper, Barnes attributes this changing stance to several growing trends that will induce the non self-employed professional to make demands bearing "virtually no resemblance to those of his predecessors a generation ago."

Among the trends he predicts are a lessening of professionals'

involvement in their employers' decision making, a lessening of the differential between their salaries and those of blue-collar and other white-collar workers, and growing involvement of government in their lives "coupled with increasing concern about the effectiveness with which their interests are being represented."

Barnes believes today's employed professionals are becoming more politically conscious, and he says this could result in their becoming more politically involved.

Some observers see professionals joining the ranks of the far political left, and Barnes sees no lack of evidence to support this thesis. He notes however that other observers, including Professor Albert Blum of Michigan State University's School of Industrial Relations, see professionals joining the extreme political right.

Barnes credits Blum with drawing attention once again "to the

contribution which the crash of the dreams of the middle classes in Italy and Germany during the inter-war years made to the rise of fascism in those countries."

To people who find the prospect of professionals as political activists of the extreme right "inconceivable," Barnes offers this reminder:

"It might be well to recall that it would have been equally inconceivable 20 years ago to imagine professionals engaging in industrial action of a type which would result in medical personnel walking out of hospitals, scientists barring access to government research establishments, and university professors withholding their students' final marks.

"It behooves all of those who value our traditional democratic system, whether we be involved in management, in the unions, in

government or in the academic world, to pay due heed to these lessons of history lest we eventually find ourselves in the sad position of having to re-learn them in our own country.”

Barnes points out that employment prospects for professionals are no longer good. New university graduates are not finding jobs as easily as their counterparts did a generation ago. Even professionals who are now employed and have more security than most other members of the labour force, “are becoming increasingly aware that this inner pillar of their life style is no longer as reliable as they once believed it to be.”

He observes also how the status of the typical professional has changed. He is unlikely to be “a doctor in his office, a lawyer in his chambers or a parson in his pulpit.” Instead, he is much more likely to be “either one of 20 chemists in a quality control laboratory or one of 500 meteorologists in a federal government department or, perhaps, one of a thousand engineers in an aerospace plant.”

“He is no longer, in fact, a self-employed practitioner of a calling for which he has received appropriate training and licence, but an employee utilizing his education and skills and carrying out his responsibilities... an employee with a salary scale, an attendance register and, often, a very uncomfortable feeling about his role and his future in the overall planning of things.”

In the 19th century and even the early 20th century, professionals were closely integrated with the policy-making role of the entrepreneurs because of their responsibilities and the smaller size of the establishments in which they worked. But this is no longer the case, the paper points out.

It also describes a common reaction of newly-hired university graduates to their first employment as professionals of the 1970s:

“Having spent their formative years in an atmosphere where their right to challenge and question the accepted norms of society was regarded as being of fundamental importance, they were then faced with the reality of their true significance and influence as individual professional employees in the ever-expanding national and supranational industrial complexes.

“It is small wonder that the effect of this traumatic shock is liable to be such that the young graduate’s job satisfaction often falls to its lowest level of his working life at the end of his first year in his first job.”

Hence there has arisen a steadily increasing demand for participation in the decision-making process, “and, more particularly, in areas having direct social consequences,” such as pollution for engineers; curriculum content and class size for teachers, and determination of case loads for social workers.

Professionals’ attitudes toward collective bargaining have also changed, Barnes writes, as they see blue-collar workers improve their relative economic position. But the problem is one of more than just economics:

“The unorganized professional worker, like his other white-collar associates, found that not only was his relative economic status being undermined by the militant upthrust of organized labour, but that his views on the development of society in general, and of the economy in particular, were receiving little attention in the halls of government compared to the consideration that was given to the opinions of both ‘big labour’ and ‘big business’.”


In the last decade or so, there has been a trend among professional employees toward organization in associations or unions that “are not always associated in a formal way with the bulk of the organized labour movement.”

Nevertheless, Barnes sees a closer association developing in the next few years between white-collar and blue-collar unions, at least in the field of economics and perhaps of political action.

While some professionals now have a “hangup” about the word “union,” and particularly about the term “professional unions,” Barnes suggests that within ten years there will be far less reluctance “to recognize things for what they are without the need for an implied apology.”

He also observes that employed professionals have become increasingly less willing to accept the traditional concept of management rights, and also sees “the strong possibility of a growing conflict in this area.”

Job security is another area in which professionals are showing concern for an objective for which “blue-collar workers have always striven.”

“No longer is the professional automatically a rare resource for which there is a continuing demand, with all the economic strengths and advantages which that situation can normally be expected to provide,” Barnes writes. “Not only are many professionals forced to take jobs which yield them far less personal satisfaction than they had anticipated, but they are jobs which, from the employer’s viewpoint, are becoming less significant in the overall operation. When the economic crunch comes, they are increasingly expendable,” Barnes concludes. 

Labour legislation in Canada, 1975

Part 1C — public sector

by Nicole Marchand

During 1975, eight jurisdictions adopted new legislation or amended existing legislation governing collective bargaining in the public sector. The groups directly affected by these changes include teachers, hospital workers, health and social service employees, civil servants and construction workers. This article outlines the major legislative changes.

Teachers

In Ontario, three pieces of legislation related to the education sector received Royal Assent on July 18. The School Boards and Teachers Collective Negotiations Act, 1975 provides procedures for collective bargaining between schools boards and teachers. Negotiations may take place between two or more boards and two or more of the following bodies: l'Association des

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Enseignants Franco-Ontariens, The Federation of Women Teachers' Association of Ontario, The Ontario English Catholic Teachers' Association, The Ontario Public School Men Teachers' Federation and the Ontario Secondary School Teachers' Federation (these bodies are called branch affiliates).

The Act provides for the appointment of a fact finder where negotiations come to an impasse, and for a choice by the parties of voluntary binding arbitration or final offer selection. Strike action is permitted only where no agreement is in force, notice to bargain has been given, the parties have been through the fact finding procedure and the teachers

have rejected the last offer of the school board by secret ballot. A strike vote must also be taken and at least five days notice of the strike and of the date on which the strike will commence must be given by the branch affiliate to the school board.

The Act establishes the Education Relations Commission which is composed of five persons appointed by the Lieutenant-Governor in Council for a term of one, two or three years so that as nearly as possible one third of the members retires each year. Among other things, the duties of the Commission are to provide assistance to the parties in reaching or renewing agreements, to select and, where necessary, train persons who may act as mediators, fact finders, arbitrators or selectors, and to supervise votes by secret ballot.

The Colleges Collective Bargaining Act, 1975, provides for negotiation procedures between the Ontario Council of Regents on behalf of the board of governors of the colleges of applied arts and technology and employee organizations representing persons employed as academic or support staff. Provisions related to strike action are similar to those contained in the legislation applying to teachers employed by school boards. The Act establishes the College Relations Commission which is composed of five persons appointed by the Lieutenant-Governor in Council. It is the duty of this Commission to maintain an awareness of negotiations between the parties, to provide assistance to the parties in the making or renewing of agreements, and to determine the manner of conducting and to supervise votes by secret ballot pursuant to the Act.

The Provincial Schools Negotiations Act, 1975, provides that with minor exceptions, the provisions of The School Boards and Teachers Collective Negotiations Act, 1975 are to apply to teachers employed in schools operated by the Ministry of Education, the Ministry of Correctional Services and the Ministry of Health.

Hospital workers

In March 1975, regulations pursuant to the Hospitals Act were adopted in Prince Edward Island. These regulations provide that all permanent employees employed by any hospital in Prince Edward Island, in all job classifications, are designed as a single unit for the purposes of negotiations. However, employees who are included in a collective agreement that has been negotiated by a bargaining agent or union certified by the Prince Edward Island Labour Relations Board, or are in negotiation for such a collective agreement are

excluded from the single bargaining unit. Medical doctors, the chief administration officer and those designated by each employer to engage in negotiations are also excluded.

Health and social service employees

In Québec, an Act to amend the Act Respecting Health Services and Social Services, received Royal Assent on June 19, 1975. The amendment provides that when a person who becomes a member of the board of directors of an establishment (hospital centres, local community services centres, etc.) ceases by that fact to qualify in the establishment as an employee within the meaning of the Labour Code, his conditions of employment continue to be governed by the collective agreement then in force for the employees of the establishment, or any other subsequent agreement, for such time as that person remains a member of the board of directors.

The Québec legislature also adopted on December 19, 1975, the Act to Ensure the Provision of Essential Health Services and Social Services in the Event of a Labour Dispute. The Act contains provisions regarding the identification and maintaining of essential services in the field of health services and social services and introduces special provisions as a complement to the existing provisions of the Labour Code governing negotiations in respect of essential services, the honouring of agreements in their regard, and the acquiring of the right to declare a strike or a lockout. The Act provides for the appointment by the Lieutenant-Governor in Council of a commissioner and assistant commissioner for essential services. The commissioner determines the essential services where the parties cannot agree on these services.

The decision may be changed after consultation with the parties. However, the final decision of the commissioner or one of his assistants is not subject to appeal.

Civil servants

The Public Service Employment Act was amended by Parliament on June 16, 1975 to provide equality of status thereunder for male and female persons. Reference to age has been deleted from provisions of the Act relating to selection standards. The amendment also provides that in applying the selection standards, the Public Service Commission may not discriminate against any person by reason of marital status or age.

Parliament has also amended the Public Service Staff Relations Act. The amended legislation received Royal Assent on July 21, and was proclaimed in force on October 1. The Act provides that the Public Service Staff Relations Board will now consist of a chairman, a vice-chairman, not less than three deputy chairmen and such other full-time members and part-time members as the Governor in Council considers necessary.

The Act also provides for the Board to take over the functions and powers of the Arbitration Tribunal except where the chairman considers it desirable to appoint an outside arbitrator. The Board must assign members to hear and adjudicate upon grievances referred to adjudication.

Regulations and Rules of Procedure of the Public Service Staff Relations Board adopted in April 1967 have been revoked. The new regulations became effective on October 2, 1975. They contain provisions related to certification procedure, designation of managerial or confidential persons, procedure

for revocation of certification, dispute process specification, designated employees, declaration that strike action is unlawful or lawful, consent to prosecute, complaints procedure, arbitration and grievance process and adjudication procedure.

In British Columbia, the Public Service Labour Relations Amendment Act, 1975, received Royal Assent on June 20. The Act provides that for the purpose of collective bargaining every employee (as defined in the Act) is included in one of three bargaining units namely the nurses' bargaining unit, the licensed professional unit or the public service bargaining unit. The amendment also provides that no person may declare or authorize a strike and no employee may strike until a strike vote by secret ballot has been taken by the employees in the bargaining unit or occupational group affected and a majority of the members have voted in favour of strike action.

In February, the Ontario legislature adopted the Crown Employees Collective Bargaining Amendment Act, 1974. By virtue of this Act, the scope of bargaining is enlarged to include promotions, demotions, transfers, layoffs or reappointment of employees, classification and job evaluation system.

All matters in dispute coming within the scope of bargaining are decided by a board of arbitration where a collective agreement is not reached pursuant to the procedure prescribed by the Public Service Labour Relations Tribunal within 30 days after the appointment of a mediator. The dispute may also be submitted to arbitration where the Tribunal decides that mediation procedures would not be effective. The Act establishes the Grievance Settlement Board composed of a chairman, one or more vice-chairmen and an equal number of

representatives of employees and employers. The Public Service Labour Relations Tribunal will now consist of a chairman, one or more vice-chairmen and members representing the employers and the employees in equal number. Provisions relating to successor rights as bargaining agent in case of merger or transfer of jurisdiction have been added to the Act. It is important to mention that only few sections of the Act have been proclaimed in force.


Regulations made pursuant to the Public Service Act and relating to leave-of-absence for the purpose of childbirth have also been amended in Ontario. The leave-of-absence will be for a period of at least 17 weeks or for such shorter period as the employee may request. The amendment provides that on returning from leave-of-absence (for the purpose of childbirth) a female public servant is to be assigned to her former position and is to be paid at the level in the salary range that she had attained when the leave was granted. If her position has been abolished, she must be assigned to a position in the same classification and be paid at the level in the salary range that she had attained when the leave-of-absence was granted.

Construction workers

The Québec legislature amended its Construction Industry Labour Relations Act on May 22, 1975. Among other things, the amendment provides that any person found guilty in Canada or elsewhere of common assault, intimidation, trafficking in drugs or conspiracy to commit such acts may not act as union executive or representative, agent or job-site steward. Unless a pardon is granted, the disqualification continues for five years. Conviction for murder, attempted murder, manslaughter, robbery, extortion, arson, breaking and entering, fraudulent misuse

of funds, kidnapping, intentionally causing bodily harm with intent to wound, disfiguring a person or endangering the life of any person or conspiring to commit any of such acts prevents any person from acting as union executive, representative, business agent or job-site steward unless a pardon has been granted.

The Act also provides that no employees' association, agent or representative is to encourage a strike or slowdown of work, and no employers' association administrator or officer is to support a lockout during the term of a decree. At proceedings following such strike, slowdown of work or lockout, the accused must prove that he did not order, encourage or support it or that he did not take part therein.

On January 27, the Office de la Construction du Québec was established by an Act of the Québec legislature. It replaces the Construction Industry Commission and the Construction Industry Social Benefits Committee. The Office is entrusted with the application of the decree and consists of three members appointed for not more than ten years by the Lieutenant-Governor in Council. The Act provides for the establishment, by the Minister, of the Joint Committee on Construction. This Committee has the task of deciding any dispute respecting the interpretation of the collective agreement or of the decree. It consists of twelve persons, six representing the employee associations and the other six representing the employers' association. The Association of Building Contractors of Québec is the sole employers' agent for negotiation purposes. The Office is responsible for the employment of construction employees and is entrusted with the carrying out of any legislative or regulatory provision respecting the safety of construction workers. 

A unionist's view of Bayda proposal

His [Bayda's] recommendations (LG, p. 136) reflect a narrow juridical approach to what is really a dynamic relationship between labour and management. He repeated the mistake that another eminent jurist — the late Ivan C. Rand — made seven years ago when he served as a one-man royal commission on labour disputes in Ontario. Rand's report, if acted upon, would have stripped unions in Ontario of most of their rights, and transferred them to an industrial relations tribunal.

"Capital and labour," Rand wrote "have in this country reached a stage where they must accept limitations on the impact of their associated action, including strikes, on the public interest."

This is a general statement with which it would be difficult to argue. Certainly there must be some limits on the extent to which labour-management disputes can be allowed to endanger the economy or disrupt vital services.

The trouble with Rand in 1968, and with Bayda in 1975, is that they didn't know where to draw the line. They ran amok through the whole realm of collective bargaining clamping on shackles, slamming down bars and strewing red tape everywhere.

Essentially, this is the authoritarian's solution to a problem involving conflict between two parties: Make the conflict illegal and the problem disappears. Ban or curtail strikes in the public sector and in "essential"

private industries, and refer disputes to a tribunal of outside "experts."

This is all very neat and precise and orderly. It is a simple matter to suppress conflict by fiat; it saves the trouble of having to deal with the causes of the conflict. The only trouble is that, being incompatible with any concept of a free society, it can't be made to work."

Ed Finn in *The Toronto Star*

Industrial relations course at U of T

I am writing to correct an omission in the article by Professor Harish C. Jain in the November 1975 issue of *The Labour Gazette*. The article, entitled *Managerial Education: The Weak Link in Industrial Relations*, does not indicate that a Master of Industrial Relations program will begin at the University of Toronto in September 1976.

I assume that Professor Jain wrote the piece earlier, before he became aware of our new graduate program.

The Master of Industrial Relations program can be taken either on a part-time or full-time basis. The program will draw students from a variety of backgrounds, including persons who have worked in, or are currently working in, unions, management, and the public sector.

First year students will obtain the basic background requirements in quantitative methods of research and in the three main areas of study: unions and collective

bargaining, labour market and manpower policies, and personnel and organization behavior. Second-year students take the core courses in industrial relations along with specialization in one of the three areas of study. Available courses include: economics, education, history, law, management studies, political science, psychology, and sociology.

Noah M. Meltz

director, Centre for Industrial Relations
University of Toronto

Detrimental effects of minimum wages

Recent and planned increases in the minimum wages in effect in several provinces and in areas under Ottawa's jurisdiction have revived economists' warnings that such boosts may look good to politicians but may well have adverse effects on inflation and unemployment.

In recent years, minimum wages across Canada have risen more than the average increase in manufacturing wages. And some economists are suggesting the result was what was forecast in 1972 by Harry J. Waisglass, then director-general of research for the federal labour department: "It could lead to an intolerable increase (in unemployment) and cause the major burden to fall precisely on the workers it was designed to help."

Labour's answer is that there is no evidence that minimum wage levels have this effect. Thus George

Meany, president of the AFL-CIO, said last May: "This is the argument that we've got for 40 years, that minimum wage increases cause unemployment. And the test of time can be applied here. This just has never happened."

And thus the B.C. Federation of Labour last November called on the B.C. government to increase the B.C. minimum wage to \$4.50 an hour. (It now is \$2.75 for persons 18 and over, \$2.35 for those under 18. These rates are to increase to \$3 and \$2.60 on June 1. Minimum wages basically cover all workers but domestic staff and farm labour.)

Economists agree they have a hard time proving their case with statistics. Milton Friedman, dean of conservative economists, said: "The people who are hurt are anonymous and their problem is not connected to its cause; the people who join the ranks of the unemployed or, more likely, are never employed because of the existence of the minimum wage..."

But some economists are suggesting there does seem to be a strong link between the minimum wage rate and the ability of young persons to find jobs. At the year-end, Québec and B.C. had the highest minimum wage rates; they also had the highest rates of teen-age unemployment in Canada. The existence of the link may be unproved, but it is a cause for concern.

Much emphasis has been given in debate on minimum wage rates to the effect on those already employed. A 1973 study by the B.C. labour department, following an increase in the B.C. rate to \$2 an hour, found that only 5.2 per cent of firms that responded to the study poll reported they had laid off staff. Something like 350 persons were laid off, almost half of them part-time workers. Meanwhile, some 8,100 workers got direct or indirect pay raises.

Case proved in favor of the increase? Not quite.

The other side of the coin is the less-visible effect on those who cannot get jobs because they have been priced out of the market by the minimum wage. And 20 per cent of the firms polled reported that, as a result of the increase, they had refrained from increasing employment. (See LG Oct. p. 707)

Editorial in the *Vancouver Province*

The anti-inflation board and collective bargaining

In its statement on compensation the anti-inflation board says that "it is not the intention of the board to replace the collective bargaining process... It is expected that the parties will negotiate in good faith with a view to concluding agreements under the guidelines."

The statement adds that, in the case of an agreement providing for a pay increase above the guidelines, "the parties may submit their agreement to the board. The board will respond within 30 days."

This policy, on the surface, may seem to the uninitiated to be fairly simple and straightforward. In practice, however, it is causing a great deal of confusion — so much so that the effect is to stifle collective bargaining and in some cases to prolong disputes that might otherwise be settled.

The Toronto teachers' strike is a good example. The teachers agreed to accept settlement terms proposed by a government-appointed fact finder, Stanley Hartt. The school boards, however, refused to negotiate until they got a ruling from the anti-inflation board on the application of the federal guidelines to teachers.

If the anti-inflation board had been

consistent, it would have told the school boards to settle first and get a ruling afterward. That is the procedure outlined in its policy statement, issued November 7. Instead, it injected itself into the teachers' dispute before a settlement was reached.

This raises the question of how genuine bargaining can be conducted if the anti-inflation board is to decide beforehand the size of wage increase to which a group of employees is entitled. The answer is that there can be no real bargaining under such conditions. The board, in effect, is imposing a form of compulsory arbitration....

Hartt recently served as a conciliator in a dispute between the CBC and one of the broadcast unions. His report contained some biting criticism of the anti-inflation legislation which he described as "so unrealistic that one is led to believe that no professional in labour relations had a hand in its preparation."

He pointed out that bargaining is a "give-and-take" procedure dealing with various combinations of proposals and trade-offs between monetary and non-monetary terms. How, he asked, can the parties deal with this trade-off intelligently amid the uncertainty created by the guidelines, before knowing what compensation package will be permitted by the anti-inflation board?

"I have determined to write this report as if the guidelines did not exist," Hartt concluded. "This is not an attempt to flout the guidelines, but is rather my understanding of how the government expects its own program to work."

The program obviously cannot work on this basis. As long as it makes a pretence of not interfering with good-faith bargaining, while in reality making such a process

impossible, its effect will be to cause and prolong more strikes, and generally set labour relations in this country back 50 years or more.

It would be less destructive, and certainly much less hypocritical, for the government to admit that “free collective bargaining” has been suspended for the duration; that there is no longer any useful role for mediators, conciliators and arbitrators; and that levels of compensation will henceforth be decided exclusively by the anti-inflation board.

Ed Finn
in *The Toronto Star*

Opposition to guidelines

The federal government’s anti-inflation guidelines are, as just about everyone but their authors have said, flawed, imperfect, clumsy, a diffident half step when strong measures — a temporary freeze on all incomes, all prices to break the inflation pathology — were required. But they are a step. And they do invite the full efforts of all leaders of the Canadian economy, regardless of difference in constituency, philosophy and goals, to try to shape them into something workable that might pull the country out of the mess. They invite a guiding principle of co-operation and compromise.

Editorial in *The Globe and Mail*

Union-management tactics in the postal strike

Most of the public probably think the inside postal workers and their leaders took an unrealistic and irrational stance during last fall’s 41-day, nation-wide postal strike. Why else did they continue to seek a greater increase than the letter carriers had received, given that the relationship between them was

well-defined? How else can we explain their insistence on settling the non-wage issues, first?

Given that the inside postal workers were granted the right to bargain separately from the letter carriers, is it unreasonable to assume that they sought a contract — including a wage package — that would not simply be a carbon copy of the letter carriers’ contract? The government gave the inside workers the right to bargain collectively and to take strike action. It would therefore be absurd to argue, as some did, that the postal workers took the right seriously, the system failed, and the privilege should be taken away. Who is irrational?

Wages are the most tangible and visible aspect of most bargaining situations, but other issues — the use of casual labour, the effects of technological change, and security matters — were far more important to the larger post offices in Montreal, Toronto, and Vancouver.

It is difficult enough to maintain solidarity in a large union scattered across the whole country without having to keep members — especially those in the smaller post offices — out over issues that are not pertinent to their particular work situations. Some hope for a higher wage settlement had to be left open for the sake of holding the union together on the picket line. Given the public reaction, it is a credit to the union that it was able to keep up the strike as long as it did.

Once the non-wage issues were settled, why did the union not call a ratification vote after a last-ditch effort to improve the pay package? To have done so too soon after the settlement of the non-wage issues might have made it appear the strike was largely over these non wage issues (which may well have been the case) and largely for the sake of the workers in the

country’s three largest post offices. This would not have been a good tactic. In short, the union leaders were caught between the proverbial devil and the deep blue sea.

As the strike wore on, it was clear the government was not about to give in, and the union leaders felt they had to get something for *all* the workers or at least make a creditable effort to do so.

A common tactic of management is to try to divide the members from the leaders and to question the support for a strike at various times during a walkout. Postmaster-general Bryce Mackasey called for a rank-and-file vote on whether or not to continue the strike, but could the union leaders really have responded to such a request? If they had, they might have set a precedent for all unions. A union could not possibly call a strike vote every time management suggested its leaders were not supported by the rank and file.

Both sides, it would appear, used logical tactics given their respective positions. This is not to suggest no blunders were made. Joe Davidson, president of the Canadian Union of Postal Workers, who spearheaded the strike, did not make a wise move when he stated bluntly that he cared little if the public got hurt. Also, in retrospect, the union was mistaken if it believed it would get a larger wage settlement than was given the letter carriers. But, the CUPW was given the right to negotiate a separate agreement and was therefore justified in believing its contract could be different from that of the letter carriers.

This leaves the question of whether the strike itself was a logical course of action for the union. Strikes are most effective when taken against an employer whose losses are going to be appreciable

or where a withdrawal of service could not be politically tolerated. Neither of these cases appear to apply to the postal workers. As the postal service is subsidized, the government stood to gain in the short run and the public was beginning to adjust to the situation, albeit at increased cost and inconvenience.

Because strikes take place over more than just wage issues, it is not relevant to argue whether the postal workers lost more, financially, than they gained. The strike seems to have been caused by the frustration of not being able to bargain meaningfully. The Public Service Staff Relations Act prevents federal government employees from negotiating many of the major issues normally falling within the scope of collective bargaining, and the wage settlement was tied to that of the letter carriers.

If the strike highlighted even more strongly than was already known, the need for a more rational system of collective bargaining in the postal service, the strike was politically — if not economically — worth while.

B.L. Kinsley
Ottawa

A call to end industrial conflict

What this country needs more urgently than a five-cent cigar is a breathing spell from industrial conflict. Not so much for the immediate tranquility it would bring, but for the opportunity it might provide labour and management to find some lasting solution to the problem of getting along with each other. Academics and other experts have proffered all sorts of advice in techniques for dealing with disputes, but have offered little on how to avoid conflict. Their efforts have mainly focused on how to

contain conflict rather than on how to achieve peace. Nor have management and labour done any better. Both sides continue to see each other in adversary roles; for the most part management's acceptance of unions has been a grudging one; organized labour too often has been more ready to fight than to compromise.

There has been a lack of effective communication between unions and management. Instead, there has been a constant struggle over sharing power and dividing income. It has been a tug of war in which the bystander — society as a whole — has been bruised in the battle of the conflicting parties. It is clear that the need of the day is agreement among labour, management and government on economic goals and on how to apply them to collective bargaining.

Muir clarifies teachers' collective bargaining position in P.E.I.

The October 1975 *Labour Gazette* report on the 1975 Canadian Industrial Relations Research Institute conference referred to a paper I presented, comparing the legislative position of teachers and their right to strike in the various provinces between 1967 (when I conducted a detailed study of Canadian teachers and collective bargaining activities on behalf of a task force) and 1975.

As part of my presentation, I reported the following situation: teachers had the statutory right to strike in Alberta, Quebec, Nova Scotia, and Newfoundland; statutory access to binding arbitration in British Columbia, Manitoba, and Prince Edward Island; and statutory right to strike or binding arbitration in Saskatchewan, New Brunswick, and Ontario.

That objective will be achieved only if labour and management are willing to abandon traditional approaches to collective bargaining in which each company and union local operates as a sovereign power.

Perhaps it is too much to hope that the trauma created by the federal government's wage-price control program will cause unions and management in Canada to re-evaluate their relationship.

Canada needs industrial peace because the ripples of conflict spread far in our inter-dependent society. Unfortunately, there is no sign that management and labour are prepared to overhaul their relationship.

Wilfred List
In *The Globe and Mail*

Unfortunately, *The Labour Gazette* did not distinguish between the 1967 and the current situation in Prince Edward Island. Mr. Campbell's letter in the January 1976 **FORUM** correctly pointed out that the October *Labour Gazette*'s reference to the current bargaining situation for teachers in P.E.I. was incomplete and misleading. The P.E.I. teachers *did* obtain access to binding arbitration in regulations introduced in 1972.

There are two features, however, which make the arbitration system in P.E.I. different from that used in some of the other provinces. First, it is not a "required" step in the procedure but it is to be used after conciliation, should either party request arbitration or if the minister appoints an arbitrator. There is no other alternative provided and the statute is silent concerning the "right to strike."

The second feature is that the

regulations specify the criteria to be used by the arbitration board in rendering its decision. The salary award must be based upon a comparison of salary and benefits of teachers in the other Atlantic provinces; relationship of teachers' salary to other professional and non-professional salaries; teacher shortages; relationship between pay and professional qualifications; and other factors deemed relevant by the board.

Such an approach is an attempt by legislators to limit the scope of the arbitration board and to assist the parties in their preparation for an arbitration hearing. This same approach had earlier been adopted for public safety disputes (police and firefighters) in Michigan, Wisconsin, and Rhode Island as well as in the Canadian federal public sector disputes.

Thus, the "fair comparison" approach used by P.E.I. is not new

but has been successfully applied in several jurisdictions for almost a decade. It ensures some degree of predictability and consistency from arbitrators and the parties are able to predict with some degree of certainty, the type of award which will be rendered.

I might also add, that it provides an easier access for appeal to the courts, should the arbitrator exceed his jurisdiction by going outside the "fair comparison" criteria. In the case of P.E.I. teachers, it is difficult to say just how successful this approach has been, since it has not as yet been used, to my knowledge.

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See page 144 for a more detailed discussion of "fair comparison" criteria bargaining in P.E.I.

of negotiation. To take the steel industry as an example it is possible that negotiations might lead to a tentative agreement at 17 or 18 per cent. The Anti-Inflation Board would have to rule this out. A strike might at that point be continued or renewed. It then becomes necessary to think in terms of what could be described as a second-stage strike, one conducted not against an employer but against the official policies of the state.

It sounds cynical, but it is true that the country will tolerate a strike by teachers longer than it will work stoppages in vital industries. Before long, if the steel mills or the railways are shut down, the economic cost begins to be felt throughout the economy. Predictably the country will react more forcefully to that than to the social costs of interrupted education...

If legislated settlements work, the problem will not be too severe. That has become the conventional way of ending labour disputes in the railway industry. It would be a radical change in other basic industries but not an impossible one. It is not, however, clear whether such settlements would in fact be accepted.

In the past, the railway unions have always taken the position that they must obey the law and their members have always gone back to work after a legislated settlement. But in those cases the dispute has been with an employer. The point of uncertainty now comes from the fact that the basic dispute is going to be between unions and the government. It may simply lead to bitterness. It may go beyond that. Either is a serious prospect and that is why governments embarking on radical policy changes should prepare the way for them.

W.A. Wilson in *The Journal*, Ottawa.

Labour's opposition to guidelines may weaken

Organized labour's fight against the government's anti-inflation program poses one of the great question marks hanging over Canadian affairs for the immediate future.

Some observers with a good knowledge of the labour scene believe the fight will simply peter out as union members find it unrewarding to strike for higher raises than the government will permit. That is the apparent view of the Anti-Inflation Board and it is shared by some people with much better labour contacts than Jean-Luc Pepin.

This relatively optimistic view is

not, however, universal among those in a position to assess the situation likely to develop in the coming months... In past situations of confrontation, the Trudeau regime has not shown many signs of weakness.

The problem, however, goes beyond logic. It is not, if you like, logical for labour's leaders to condemn so bitterly a program that is intended to prevent the erosion of wages through more and more rapidly rising prices. It is not logical — but it does demonstrate how deep the element of distrust has become in our society. The social costs of inflation are as bad as the economic ones...

Wage controls limit the possibility

Books

Contemporary Issues in Canadian Personnel Administration

Harish C. Jain, ed.
Prentice-Hall, Scarborough, Ontario,
1974, 376 pp.

Harish C. Jain, chairman of the personnel and industrial relations department of McMaster University, has selected 48 readings to provide a useful Canadian supplement to text books on personnel administration. While it is a Canadian book, edited by a Canadian, all of the readings are not about Canadian situations. The author contends that they are nevertheless all useful for Canadian students because of a distinction he makes between process, or "the means of carrying out a task," and "structural" characteristics that make one process more important than another. "It is in the area of structural conditions or environment in which the personnel management process takes place that it is important to emphasize 'Canadian content'," Jain writes. He did this well in selecting his readings, and the work definitely has a Canadian application absent from similar books of readings in this area.

The readings relate to a broad spectrum of personnel concerns including job analysis and manpower planning, recruitment and selection, motivation, job enlargement and performance, training and development, compensation, performance appraisal, and industrial relations issues. The contributors are mostly Canadian and U.S. academics but also include some public servants. Jain has also borrowed excerpts

from public task forces and commissions, but he makes little use of the writings of union officials or managers. Regrettably, few of his contributors are identified by function or title.

One of the most interesting of the readings is the author's own general introduction, and particularly his discussion of the impact on personnel administration of aspects of the Canadian economic context. Included is foreign ownership and control of Canadian industry, the large number of small firms, demographic factors, and the suggestion that the need for managers far exceeds the supply. This last contention is the subject of one of several contributions to the book, by D.J. Daly, who concludes from a survey he made of managerial staffing practices in Canadian manufacturing that "manpower planning and forecasting beyond one year are still an exception rather than a rule."

No book of readings can cover every possible topic in its field, and some critics have criticized Jain for not dealing more adequately with geography, climate and government among structural characteristics, and with personnel information systems and personnel health programs, among process factors. Nevertheless, this collection will be welcomed on many Canadian campuses, by both teachers and students of personnel management.

— Roy Laberge

Roy Laberge teaches social science at Algonquin College, Ottawa. Formerly a journalist and editor of Canadian Labour, he is a frequent contributor of articles and book reviews to The Labour Gazette.

Canadian Labour and Industrial Relations: Public and Private Sectors

H.C. Jain, ed.
McGraw-Hill Ryerson, Toronto,
1975, 328 pp.

It is difficult to review an edited collection of some 36 articles that are intended to form a general introduction to Canadian industrial relations. Certainly a Canadian publication on such an important topic is most welcome, for Canadians know far too little about themselves except through our "mirror-image" provided most inaccurately by Americans.

One of the key themes discussed in the work is that unionization of Canadian labour, reaching only one third of the work force, has much potential for growth. This is particularly so in the white-collar and service industries — both public and private sectors. Indeed, W. Donald Wood notes: "The rapidly expanding field of white-collar employment today forms the major new frontier for trade unionism in Canada" (p. 273). While this newness has been noted by Shirley B. Goldenberg (p. 291) and others, it is somewhat disappointing that a more detailed discussion of the question "Is there a new working class?" is not raised. Here perhaps some of the French sociologist Touraine's writings might have been of interest.

Despite the growth of the labour movement, the theme of labour fragmentation is also noted (Arthur M. Kruger, p. 27). Various

explanations are offered and they include provincial jurisdictions, regional economics and linguistic fragmentation. Kruger thus critically concludes that our small segmented unions are too parochial (p. 194) when compared to American unions.

The controversial question of international unions versus Canadian unions is sufficiently discussed, although inclusion of an article by Irving Abella, author of *Nationalism, Communism and Canadian Labour*, might have been useful. It is noted that 56 per cent of all Canadian unionists belong to international unions with headquarters in the U.S. While such frequently cited benefits of international unionism as organizational size, research expertise and wage parity are discussed, a number of problems are also raised.

Perhaps the most relevant in Canadian-American relations is whether American unions support Canadian union's aspirations to develop Canadian secondary industry. John H.G. Crispo suggests a conclusion when he notes: "While the Steelworkers have consistently defended imports of Canadian iron ore and base metals, they have not done so with respect to imports of finished steel products" (p. 50).

The Gomperist emphasis on primarily seeking economic benefits before political gain, seems to pervade most of the book. Thus, there is a classical liberal emphasis on unions performing only a specialized and narrow economic role rather than on multi-functional tasks that marked the early unions in Britain. Kruger can thus suggest: "Collective bargaining, in my opinion, cannot and should not push too far in the direction of attempting to cope with these kinds of problems... Society is beginning to remove from collective bargaining the responsibility for these things.

Medicare will replace union-bargained health plans. A better pension system at the federal level will diminish the demands and the emphasis on pension bargaining at the local level" (p. 196). Unions are to become simply organizations for pursuing increased wage demands rather than forums for democratic self-management of social tasks and industry.

The important political linkage between the CLC and the CCF-NDP is, therefore, inadequately discussed. This is so, despite a number of authors noting the progressive aspect of Saskatchewan CCF labour relations legislation (Goldenberg, p. 281). Surprisingly, they fail to analyze the cause for this legislation — the presence of a socialist "Canadian Labour Party."

Interestingly, some authors, echoing Alvin Toffler's *Future Shock*, perceive that technological change is a growing feature of industrial relations, and some such as H.J. Clawson, assert that "We are inexorably driven in the direction of a revolutionary change in our methods of collective bargaining... The area of permissible strike activity will be drastically reduced within the next 10 years..." (p. 257).

Like most edited works, this book suffers at times from a lack of continuity. Longer and more extensive introductions to each section would have been helpful, as would the lengthening of some articles.

Despite Jamieson's comments that "industrial conflict can take many forms, convert (sic) as well as overt, such as: anxiety, tension; frustration and apathy; absenteeism, tardiness and so on. Strikes and lockouts represent only overt manifestations of conflict..." (pp. 94-95), one notes that the book heavily emphasizes conflict, power relations (Jonathan S. Monat, p. 131), and

strikes. Perhaps this is indicative of our violent society in which, as French sociologist Durkheim once noted, egoism seems insufficiently restrained. However, greater focus upon co-operation, communication patterns and job alienation would have provided a more balanced book.

In assuming certain key similarities in American and Canadian industrial relations, an unduly heavy emphasis is placed on American articles. Such an emphasis unjustifiably blurs the significant differences between our two industrial systems — the overwhelming presence of foreign capital and foreign multinational enterprises in Canada. To what degree does such a foreign control increase Canadian worker powerlessness? In this aspect, more European authors might have been useful.

A criticism that is less specific to this book is the lack of social science data on Canadian affairs. With the exception of Jain's articles, most of the Canadian papers seem to be based primarily — if at all — on global statistics. Little or no use is made of Canadian survey questionnaires, simulations, elite interviews, or personality profiles.

The final criticism is that, except for Ed Finn's fine article, inadequate attention is devoted to alternate modes of labour-management relations. An entire concluding chapter raising questions about team decision-making, labour participation in management, co-determination and workers' self-management ought to have been offered as a provocative conclusion to an otherwise useful book.

— Alan Whitehorn

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Fifty Years Ago

Industrial and general safety among workers and the public was considered a matter of prime importance 50 years ago, and the annual report of the Canadian National Safety League, reviewed in the March 1926 *Labour Gazette*, described the accomplishments of this organization.

The Dominion Government granted the League \$10,000 towards promoting its work — in the previous year it had distributed 125,000 bulletins about aquatic, traffic, industrial, public and home hazards, 19,000 special bulletins, 14,000 hunters' bulletins, and about 20,000 safety calendars all over Canada. Sir John Gibson, president of the League, wrote a special letter to Prime Minister Mackenzie King (the first editor of **The Labour Gazette**) about some 30,000 imported rifles that could be accidentally discharged in several ways without touching the trigger. With the assistance of the Minister of Labour, the Customs Department, the N.W.M.P. and the Department of Militia and Defence, a departmental committee appointed to study the subject, decided that the Customs Department didn't admit dangerous firearms and if there was any doubt about them the matter was referred to a committee of experts.

The Ontario Safety League gave out a great deal of literature the previous year — more than a million pieces to school children, motorists, streetcar drivers,

manufacturers, and others — on the prevention of accidents. Motion pictures, lantern slides, publications and safety tables were sent all over the province to schools, summer camps, boards of trade, industrial workers and the general public, and safety bulletins were distributed in more than 600 cities, towns and villages throughout the province; safety signs were put up in railway stations, streetcars, garages and public places. As a result of all these activities, there was a reduction in the number of general fatal accidents over the previous year. Drowning was the cause of the largest number of fatalities — followed by automobiles, falls, and railroads.

The Quebec Safety League, too, carried on accident prevention work, including a safety campaign among the public, in schools, and in industry, which resulted in a singular decrease in accidents from all causes.

The National League gave financial assistance to the Maritime Safety League, operating in New Brunswick, Nova Scotia and Prince Edward Island, until the group became self-supporting. The Manitoba Safety League, organized in 1920, was still in the preliminary stages of reorganization and with financial assistance from the National body, hoped to expand its activities.

Fifty years ago **the Hudson's Bay Company** owned about 3,000,000

acres of land which had never been settled, and under a proposed scheme it was decided that the company's newly-organized "Hudson's Bay Company Overseas Settlement Limited," an **emigration agency** in Europe, would be available to people who wanted to settle on lands not owned by the company. It had been restricting its operations to the placement of people who were coming to definite jobs in this country — the new organization was to be used by persons who, having already settled in this country, wanted to bring out their friends still in Europe. The company took a really "paternal" interest in the newcomers. They received the best advice on settlement and the purchase of land, and on arrival they were met by company representatives who kept in touch with them until they were settled happily and contentedly in their new homes.

Snow was so deep in some parts of Halifax, N.S., in February 1926 that City Council revived a former custom of employing **convict labour** to clear the streets. At one time, the use of prison labour for public services was common, but because of strong public opinion against it, it had been discontinued.

— Kathleen E. Whitehurst

PRICES & EMPLOYMENT

data contained in this article are based on the new survey.

Consumer, January

The Consumer Price Index for Canada (1971 = 100) advanced 0.6 per cent to 145.1 in January — an increase of 9.6 per cent from January 1975. The latest increase was mainly because of higher prices for shelter and domestic utilities, and the raising of the Ontario sales tax to 7 per cent from the 5 per cent level introduced temporarily last April.

The food index declined 0.2 per cent and the index for all-items excluding food, increased 0.8 per cent. The latest decrease in the food index was partly because of lower prices for beef, which declined 2.3 per cent, on average, and a 2.9 per cent decrease in poultry prices. There was a downward movement also in the prices of dairy products, and all items containing fats and oils. Pork prices rose 0.9 per cent and there was an increase of 0.6 per cent for food consumed away from home.

Higher shelter costs for owned and rented accommodation and for household operation were chiefly responsible for the 0.8 per cent advance in the all-items index, excluding food. Increased domestic gas rates in some Ontario cities, higher electricity rates in numerous other locations and higher telephone charges in central Canada, had an important impact on the increase in the all-items index. The transportation component also advanced, mainly because of the reimposition of the 7 per cent sales tax on new automobiles, and seasonally higher train fares. These increases were only partially offset by a seasonal decrease in the clothing component particularly men's and women's outerwear.

In terms of goods and services, the price level of goods, inclusive of food, rose 0.3 per cent, and that for services, 1.1 per cent.

Seasonally adjusted, the all-items CPI advanced 0.6 per cent between December and January — a 0.4 per cent decline in the food index and a 0.9 per cent rise for all-items excluding food.

Consumer price indexes advanced in all regional cities between December and January, with movements ranging from 0.1 per cent in Québec and Montreal to 1.3 per cent in Thunder Bay. The food index declined slightly at the national level, but increases were registered in nine cities, and only five recorded decreases.

The percentage increases listed in the 14 regional cities were: 0.1 in Québec and Montreal; 0.2 in Saint John; 0.3 in Winnipeg; 0.4 in St. John's, Halifax, and Saskatoon; 0.6 in Regina, Edmonton, Calgary, and Vancouver; 1.0 in Toronto; and 1.3 in Thunder Bay. The percentage increase from January 1975 to January 1976 was: 10.3 in St. John's; 10.9 in Halifax; 9.9 in Saint John; 8.4 in Québec; 9.1 in Montreal; 9.9 in Ottawa; 9.4 in Toronto; 11.0 in Thunder Bay; 11.5 in Winnipeg; 10.3 in Saskatoon and Regina; 9.8 in Edmonton; 10.6 in Calgary; and 9.0 in Vancouver.

Employment, January

Statistics Canada, during the past three years, has been undertaking a major revision of the Labour Force Survey — the household survey that is the source of the employment and unemployment estimates used in this article. The revised survey has now been introduced and the

The seasonally adjusted employment level in January was 9,563,000, an increase of 83,000 from December, Statistics Canada reported. The largest increase in employment was among women — for those aged 15 to 24 it increased by 66,000, and for women 25 and over, by 21,000. There was an increase in employment among men of 4,000 for those 15 to 24, and a decrease of 8,000 for those 25 and over.

On a provincial basis, seasonally adjusted, employment increased in Prince Edward Island by 2,000; in Nova Scotia by 3,000; in Québec by 36,000; in Ontario by 45,000; and in Alberta by 15,000. Declines in employment were recorded in Newfoundland — 2,000; in New Brunswick — 3,000; and in British Columbia — 21,000. There was little or no change in Manitoba or Saskatchewan.

The seasonally adjusted unemployment rate for Canada was 6.6 per cent (681,000) in January, a decline of 0.4 per cent (32,000) from December. The rate for women 15 to 24 declined by 1.9 per cent to 10.5 per cent; for women 25 and over, by 1.0 per cent to 5.7 per cent. For men 15 to 24, the rate increased by 0.9 per cent to 13.4 per cent, but decreased by 0.2 per cent to 3.9 per cent for men 25 and over.

By province, the seasonally adjusted unemployment rate decreased in Newfoundland by 2.3 per cent (5,000); in Québec by 0.6 per cent (17,000); and in Ontario by 0.9 per cent (33,000). It increased in Nova Scotia by 0.2 per cent (1,000); in New Brunswick by 2.2 per cent (6,000); in Manitoba by 0.2 per cent (1,000); in Saskatchewan by 0.5 per cent (2,000); in Alberta by 0.7 per cent (6,000); and in British Columbia by 0.6 per cent (5,000).

Additions to the Library

LIST No. 322

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario, K1A 0J2, indicating the publication numeral and the month that the list was published in *The Labour Gazette*.

BIOGRAPHIES — DOUGLAS, THOMAS CLEMENT

- 1. Shackleton, Doris French.** Tommy Douglas. Toronto, McClelland and Stewart, 1975. 333p.

BUSINESS

- 2. Ross, Alexander.** The risk takers; the dreamers who build a business from an idea. Toronto, Maclean-Hunter, 1975. 177p.

COLLECTIVE AGREEMENTS

- 3. Kelly, Laurence Alexander.** Contract rejections, results of a survey. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975. 10p.

CORPORATIONS, INTERNATIONAL

- 4. Global companies;** the political economy of world business.

Englewood Cliffs, N.J., Prentice-Hall, 1975. 179p.

COST OF LIVING ADJUSTMENT

- 5. Friedman, Milton.** Monetary correction: a proposal for escalator clauses to reduce the costs of ending inflation. London, Institute of Economic Affairs, 1974. 55p.

DISCRIMINATION IN EMPLOYMENT

- 6. Brown, Harold A.** Employment progress and job satisfaction of minority MBA graduates, by Harold A. Brown and David L. Ford. West Lafayette, Ind., Purdue University, Institute for Research in the Behavioral, Economic, and Management Sciences, 1975. 33, 9p.

ECONOMIC CONDITIONS

- 7. Drohan, Neville Thomas.** Australian economic framework, by N.T. Drohan and J.H. Day. 4th ed. North Melbourne, Cassell Australia, 1975. 463p.

- 8. Handlin, Oscar.** The wealth of the American people; a history of American affluence, by Oscar and Mary F. Handlin. New York, McGraw-Hill, 1975. 266p.

EMPLOYEES' BENEFIT PLANS

- 9. Ontario. Task Force on Employee Benefits under Part X of the**

Employment Standards Act. Report of the Task Force on Employee Benefits under Part X of the Employment Standards Act. Formerly the Task Force on Section 4(1)(g) of the Ontario Human Rights Code. Toronto, Ontario Ministry of Labour, 1975. 169p.

EMPLOYMENT FORECASTING

- 10. Problems in manpower forecasting.** Edited by J. Stuart Wabe, in collaboration with Derek L. Bosworth, and others, for the Engineering Industry Training Board. Farnborough, Eng., Saxon House; Lexington, Mass., Lexington Books, 1974. 287p.

FREE TRADE AND PROTECTION

- 11. Lyon, Peyton Vaughan.** Canada-United States free trade and Canadian independence. Ottawa, Economic Council of Canada, 1975. 42p.

HOURS OF LABOUR

- 12. Fleuter, Douglas L.** The workweek revolution: a guide to the changing workweek. Reading, Mass., Addison-Wesley, 1975. 167p.

- 13. U.S. Bureau of Labor Statistics.** The revised workweek: results of a pilot study of 16 firms. Washington, G.P.O., 1975. 31p.

INDUSTRIAL DISPUTES — HISTORY

- 14. Stunden, Nancy.** The Stratford strikes of 1933. Ottawa, The Author, 1975. 108p.

INDUSTRIAL HEALTH

- 15. Canada. Treasury Board. Personnel Policy Branch.** Occupational health and safety;

policies, standards and guides, Public Service of Canada. 1st ed. Hygiène et sécurité professionnelles; politiques, normes et guides, Fonction publique du Canada. 1ière éd. Ottawa, Information Canada, 1975. 228, 236p.

INDUSTRIAL PSYCHOLOGY

16. This, Leslie E. A guide to effective management: practical applications from behavioral science. Reading, Mass., Addison-Wesley Pub. Co., 1974. 282p.

INDUSTRIAL RELATIONS

17. Barrier, Christiane. Le combat ouvrier dans une entreprise de pointe. Paris, Éditions Ouvrières, 1975. 198p.

18. Chaison, Gary N. Readings in Canadian industrial relations, edited by Gary N. Chaison and Joseph B. Rose. Rev. ed. Fredericton, School of Administration, University of New Brunswick, 1975. 283p.

19. Goldenberg, Shirley B. Industrial relations in Quebec, past and present. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975. 22p.

INFLATION

20. Canada. Department of Finance. Attack on inflation: a program of national action; policy statement tabled in the House of Commons by the Hon. Donald S. Macdonald, Minister of Finance, October 14, 1975. Ottawa, 1975. 25, 27p. Titre en français: Offensive contre l'inflation, un engagement national.

21. Canada. Department of Finance. Highlights of the Government of Canada's anti-inflation program, October 14, 1975. Ottawa, 1975.

24, 27p. Titre en français: Points saillants du programme anti-inflation du gouvernement canadien.

INSURANCE, HEALTH

22. U.S. Congress. Senate. Committee on Finance. Health insurance and the unemployed. Hearing, Ninety-fourth Congress, first session, on S496... March 7, 1975. Washington, G.P.O., 1975. 133p.

JOB SECURITY

23. Malles, Paul. Employment insecurity and industrial relations in the Canadian construction industry. Ottawa, Economic Council of Canada, 1975. 106p.

LABOUR COSTS

24. Hall, Richard J. British labour costs, 1975-1980, by Richard J. Hall. With a special contribution by Ralph Dellor. London, Staniland Hall Associates Ltd., 1975. 52p.

LABOUR LITERATURE

25. Industrial Workers of the World. Songs of the workers; to fan the flames of discontent. 34th ed. Chicago, 1974. 64p.

LABOUR MOBILITY

26. Canada. Department of Manpower and Immigration. Internal migration and immigrant settlement, a publication of Department of Manpower and Immigration in collaboration with Ministry of State for Urban Affairs. Ottawa, Information Canada, 1975. 75, 6p.

LABOUR ORGANIZATION

27. Maire, Edmond. La CFDT d'aujourd'hui, par Edmond Maire

et Jacques Julliard. Paris, Editions du Seuil, 1975. 205, 1p.

**LABOUR UNIONS —
AUTOMOBILE WORKERS**

28. Friedlander, Peter. The emergence of a UAW local, 1936-1939; a study in class and culture. Pittsburgh, University of Pittsburgh Press, 1975. 155p.

**LABOUR UNIONS —
CIVIL SERVANTS**

29. Edwards, Kathleen L. The story of the Civil Service Union. Foreword by Vic Feather. London, Allen & Unwin, 1975. 95p.

MANAGEMENT

30. Mannari, Hiroshi. The Japanese business leaders. Tokyo, University of Tokyo Press, 1974. 291p.

MIGRANT LABOUR

31. Berger, John. A seventh man; migrant workers in Europe. New York, Viking Press, 1975. 238p.

NOISE

32. MacKenzie, Susan T. Noise and office work: employee and employer concerns. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1975. 47p.

**NOVA SCOTIA
DEPARTMENT OF LABOUR**

33. Nova Scotia. Department of Labour. The Nova Scotia Department of Labour. Halifax, 1975. 1 v.

OCCUPATIONS

34. U.S. Department of Labor. Manpower Administration. Job title

revisions to eliminate sex-and age-referent language from the Dictionary of occupational titles, third edition. Washington, G.P.O., 1975. 363p.

PENSIONS

35. Canada. Treasury Board. Pensions & Insurance Division. Your superannuation plan; an explanation of the Public Service Superannuation Act. Ottawa, Information Canada, 1975. 59, 59p. Titre en français: Votre régime de pension.

36. U.S. Railroad Retirement Board. Handbook on railroad retirement and unemployment insurance systems. Washington, 1975. 1 v.

PRODUCTIVITY OF LABOUR

37. Conference on Productivity Measurement, Washington, D.C., 1974. Proceedings, productivity measurement conference, Nov. 26, 1974. Washington, U.S. Interstate Commerce Commission, 1975. 179p.

RACE PROBLEMS

38. Great Britain. Home Office. Racial discrimination. London, H.M.S.O., 1975. 31p.

RENT

39. Frankena, Mark W. Alternative models of rent control. London, Ont., University of Western Ontario, Department of Economics, 1975. 20p.

SERVICE INDUSTRIES

40. Sabolo, M. Yves. The service industries, by Yves Sabolo assisted by Jacques Gaude and René Wéry. Geneva, International Labour Office, 1975. 238p.

SOCIAL CONDITIONS

41. Delors, Jacques. Changer; conversations avec Claude Glayman. Paris, Stock, 1975. 342, 1p.

U.S. NATIONAL LABOR RELATIONS BOARD

42. Gross, James Augustine. The making of the National Labor Relations Board; a study in economics, politics, and the law. Albany, N.Y., State University of New York Press, 1974. v. 1, 1933-1937.

WAGE THEORIES

43. Grant, E. Kenneth. The cyclical variation of real wage rates, Part II, by E. Kenneth Grant and D.A.L. Auld. Guelph, The Authors, 1974 or 1975. 48p.

WOMEN — EMPLOYMENT

44. Employers' Council of British Columbia. Female employment in non-traditional areas: some attitudes of managers and working women. Vancouver, 1975. 33, 9p.

45. Great Britain. Department of Employment. Women & work; a

statistical survey. London, H.M.S.O., 1974. 70p.

46. Hunt, Audrey. Management attitudes and practices towards women at work: an employment policy survey carried out in 1973 by the Social Survey Division of the Office of Population Censuses and Surveys on behalf of the Department of Employment. London, H.M.S.O., 1975. 221p.

47. U.S. Women's Bureau. Facts on women workers of minority races. Rev. ed. Washington, G.P.O., 1975. 10p.

WORK SATISFACTION

48. Paul, William James. L'enrichissement du travail; résultats obtenus dans une grande entreprise, par W.J. Paul et K.B. Robertson. Traduit de l'anglais par Suzanne Perrin. Préface de Jean Diverrez. Paris, Entreprise Moderne d'Édition, 1974. 119p.

49. Society for Humanistic Management. 2d annual conference, Annapolis, Md., 1973. Worker alienation & job motivation in a democratic society, a look at organizations today and tomorrow; proceedings. Washington, Society for Humanistic Management, 1974. 94p.

WORKS COUNCILS

50. Development Council for Collaboration Questions, Sweden. Participation in 35 Swedish companies. Stockholm, 1975. 47p.

labour statistics

Principal Items	Date	Amount	Percentage Change from		
			Previous Month	Previous Year	
TOTAL CIVILIAN LABOUR FORCE*		(in thousands)			
Week ended December 13, 1975		9,923	— 0.5	+ 2.1	
Employed	December 1975	9,226	— 1.1	+ 1.2	
Agriculture	“ “	420	— 8.7	+ 2.7	
Non-agriculture	“ “	8,806	— 0.7	+ 1.1	
Paid workers	“ “	8,237	— 0.9	+ 1.4	
At work 35 hours or more	“ “	7,305	+ 29.1	+ 0.8	
At work less than 35 hours	“ “	1,571	— 52.0	+ 0.6	
Employed but not at work	“ “	350	— 13.2	+ 14.0	
Unemployed	“ “	697	+ 8.9	+ 16.8	
Atlantic	“ “	93	+ 8.1	+ 5.7	
Québec	“ “	253	+ 16.1	+ 16.6	
Ontario	“ “	214	+ 11.5	+ 30.5	
Prairies	“ “	51	—	+ 4.1	
British Columbia	“ “	85	— 8.6	+ 7.6	
Without work and seeking work	“ “	643	+ 7.9	+ 19.3	
On temporary layoff up to 30 days	“ “	54	+ 22.7	— 6.9	
INDUSTRIAL EMPLOYMENT (1961 = 100)†		September 1975	143.3	— 0.4	— 2.0
Manufacturing employment (1961 = 100)†	“ “	126.6	— 0.9	— 7.4	
IMMIGRATION		First 9 months 1975	149,457	—	—
Destined to the labour force	“ “ “ “	64,877	—	—	
STRIKES AND LOCKOUTS					
Strikes and lockouts	November 1975	213	— 26.3	+ 4.9	
No. of workers involved	“ “	94,190	— 18.8	+ 21.6	
Duration in man days	“ “	1,483,430	+ 14.1	+ 208.0	
EARNINGS AND INCOME					
Average weekly earnings (ind. comp.)†	September 1975	207.94	+ 0.8	+ 12.8	
Average hourly earnings (mfg.)†	“ “	5.14	+ 1.2	+ 13.2	
Average weekly hours paid (mfg.)†	“ “	38.9	+ 0.3	— 1.0	
Consumer price index (1971 = 100)††	December 1975	144.3	+ 0.5	+ 9.5	
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	September 1975	141.1	— 1.8	— 1.8	
Total labour income (millions of dollars)†	November 1975				
INDUSTRIAL PRODUCTION†					
Total (average 1971 = 100)††	November 1975	113.2	+ 1.7	— 3.0	
Manufacturing	“ “	112.6	+ 1.5	— 3.3	
Durables	“ “	116.2	+ 1.0	— 4.0	
Non-durables	“ “	109.1	+ 2.2	— 2.5	
NEW RESIDENTIAL CONSTRUCTION**					
Starts	November 1975	18,935	—	+ 65	
Completions	“ “	19,052	—	+ 3	
Under construction	“ “	143,038	—	— 1	

*Estimates of the labour force, the employed and the unemployed, are from The Labour Force, a monthly publication of Statistics Canada, which in addition, contains the characteristics of the labour force, together with definitions and explanatory notes.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

††Effective with the index for August 1975, the Consumer Price Index and the Industrial Production for October 1975 have been converted from 1961 = 100 to 1971 = 100 time reference base.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-75

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Duration in Man-Days	Per Cent of Estimated Working Time
1970	503	542	261,706	6,539,560	0.39
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1974					
November	95	203	77,474	481,580	0.30
December	31	130	25,478	317,110	0.20
*1975					
January	107	183	44,341	433,110	0.25
February	61	153	37,459	370,830	0.24
March	65	162	46,403	491,230	0.31
April	92	202	45,671	588,220	0.34
May	103	251	107,628	680,950	0.38
June	93	263	62,494	839,410	0.48
July	92	273	115,192	1,299,840	0.69
August	82	274	113,053	1,381,930	0.79
September	56	254	84,856	1,368,880	0.79
October	66	289	115,950	1,424,443	0.78
November	52	213	94,190	1,483,430	0.90

*Preliminary.

STRIKES AND LOCKOUTS, NOVEMBER 1975 BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	0	1	79	1,810
Mines	2	10	1,839	28,620
Manufacturing	22	122	39,180	721,380
Construction	2	7	943	16,900
Transpn. & utilities	5	17	21,162	509,580
Trade	9	20	8,724	36,510
Finance	0	1	22	440
Service	10	25	20,571	141,140
Public administration	2	10	1,670	27,050
All industries	52	213	94,190	1,483,430

STRIKES AND LOCKOUTS, NOVEMBER 1975 BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	4	8	3,031	24,440
Prince Edward Island	0	1	50	180
Nova Scotia	1	3	1,354	26,700
New Brunswick	1	10	2,387	49,150
Quebec	22	78	37,071	359,970
Ontario	14	70	28,052	471,270
Manitoba	2	6	286	4,970
Saskatchewan	3	7	1,144	9,160
Alberta	0	7	808	15,540
British Columbia	3	18	2,017	35,830
Federal	2	5	17,990	486,220
All jurisdictions	52	213	94,190	1,483,430

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Nov.	Accu- mulated	Termi- nation Date	
Mines							
METAL							
	Similkameen Mining Co. Ltd., Princeton, B.C.	Steelworkers Loc. 649 (AFL-CIO/CLC)	253	5,420	7,850	Oct. 18	Wages, other contract issues —
	American Smelting & Refining, Buchans, Nfld.	Steelworkers Loc. 5457 (AFL-CIO/CLC)	150	150	150	Nov. 13 Nov. 14	Dismissal of probationary employee — Union ordered return of workers —
	Cassiar Asbestos Corp., Cassiar, B.C.	Steelworkers Loc. 6536 (AFL-CIO/CLC)	400	3,430	3,430	Nov. 19	Safety of working conditions —
NON-METAL							
	Canadian Salt Co., Windsor, Ontario	Auto Workers Loc. 195 and 240 (CLC)	323	5,170	47,160	Apr. 28 Nov. 25	Not reported — Agreement reached —
	Aluminum Co. of Canada, St. Lawrence, Nfld.	Fed'n of Metal Trades Unions (CNTU)	400	8,000	48,800	June 9	Not reported —
QUARRIES							
	Domtar Chemicals Ltd., Beachville, Ontario	Chemical Workers Loc. 9-640 (AFL-CIO/CLC)	135	2,890	5,830	Oct. 1	Wages, other contract issues —
Manufacturing							
FOOD AND BEVERAGES							
	B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,060	31,880	June 2	Wages —
	Société Coop. avicole régionale St-Damase, St-Damase, Quebec	Féd. du commerce (CSN)	249	4,980	23,410	July 18	Wages, fringe benefits —
	Weston Bakeries Ltd., Vancouver, B.C.	Bakery Workers Loc. 468 (AFL-CIO/CLC)	100	2,000	6,900	Aug. 22	Wages —
	Park & Tilford, Vancouver, B.C.	Brewery Workers Loc. 300 (CLC)	110	2,200	5,940	Sept. 13	Wages, fringe benefits, other contract issues —
	Coopérative Agricole Granby, Granby, Que.	Syndicat des employés de coop. agricole de Granby (CSD)	360	7,200	10,800	Oct. 18 Nov. 17	Wages, fringe benefits, Terminated by mutual agreement —
	Cadbury-Schweppes Powell Ltd., Whitby, Ont.	Teamsters Loc. 467 (Ind.)	115	2,300	2,660	Oct. 28	Other contract issues —
	Hiram Walker & Sons, Windsor, Ontario	Distillery Workers Loc. 1 (Ind.)	400	800	800	Nov. 3 Nov. 5	Grievances — Return of workers —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer					Termi- nation Date	Major Issues
Location	Union	Workers Involved	Nov.	Accu- mulated		Result
Hiram Walker & Sons, Windsor, Ontario	Distillery Workers Loc. 1 (Ind.)	525	2,630	2,630	Nov. 5 Nov. 12	Use of company time for union business — Workers returned when injunction issued —
Bittner Packers, Toronto, Ontario	Foodworkers (AFL-CIO/CLC)	118	590	590	Nov. 24	Not reported —
LEATHER						
Dependable Shoe Mfg. Co., Montreal, Quebec	Food Workers Loc. L-102 (AFL-CIO/CLC)	136	2,720	18,780	May 15	Not reported —
Rosita Shoes, Montreal, Quebec	CSD	384	7,870	7,870	Nov. 4	Wages —
WOOD						
Canadian Forest Products Hunting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,400	188,530	Sept. 13 1972	Shorter hours, elimination of piece work, rates of pay —
FURNITURE AND FIXTURES						
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)	350	7,000	30,450	July 29	Wages, incentive pay —
PAPER						
Sonoco Products Ltd., Terrebonne, Quebec	Féd. des travailleurs du papier et de la forêt (CSN)	110	2,200	34,210	Sept. 9 1974	Seniority, COLA —
Emballage Domtar Ltée, Montreal, Quebec	Chemical Workers Loc. 314 (AFL-CIO/CLC)	260	5,200	43,160	Apr. 7	COLA clause —
Abitibi Paper Co. (Thunder Bay Mill), Thunder Bay, Ontario	Canadian Paperworkers Loc. 249 and 134 (CLC)	292	6,260	30,260	July 9	Union wants to bargain for all Abitibi mills —
Abitibi Provincial Mill, Thunder Bay, Ontario	Canadian Paperworkers Loc. 239 (CLC)	400	8,570	41,150	July 10	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (CLC)	252	5,400	25,740	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)	380	8,140	38,800	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co. Ltd., Iroquois Falls, Ontario	Canadian Paperworkers Loc. 90 and 109 (CLC)	900	19,290	90,010	July 13	Union wants to bargain for all Abitibi mills —
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,670	35,550	July 15	Union wants to bargain for all Abitibi mills —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		Nov.	Accu- mulated		Result
Abitibi Paper Co., Smooth Rock Falls, Ontario	Canadian Paperworkers Loc. 32 (CLC)	330	7,070	32,770	July 15	Wages, fringe benefits —
Abitibi Provincial Paper, Thorold, Ontario	Canadian Paperworkers Loc. 290 (CLC)	700	15,000	68,500	July 17	Wages, fringe benefits —
Prince Albert Pulp Co. Ltd., Prince Albert, Saskatchewan	Canadian Paperworkers Loc. 1120 (CLC)	386	2,480	24,540	Aug. 13 Nov. 10	Severance pay — Return of workers —
Domtar Packaging Ltd., Etobicoke, Ontario	Chemical Workers Loc. 495 (AFL-CIO/CLC)	340	6,800	21,080	Sept. 2	Fringe benefits, other contract issues —
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Canadian Paperworkers Union Loc. 39 and 257 (CLC)	1,400	30,000	84,000	Sept. 8	Wages, fringe benefits, other contract issues —
Spruce Falls Power & Paper Co. Ltd., and Kimberley-Clark of Canada Ltd., Kapuskasing, Ontario	Canadian Paperworkers Union Loc. 89 and 256 (CLC) IBEW Loc. 1149 (AFL-CIO/CLC)	1,530	32,790	87,430	Sept. 12	Wages, length of new contract —
Domtar Packaging Ltd., Red Rock, Ontario	Canadian Paperworkers Union Loc. 255 and 528 (CLC)	450	9,640	25,060	Sept. 13	Wages, other contract issues —
The E.B. Eddy Co., Hull, Quebec	Various unions	900	19,290	47,900	Sept. 17	Wages, fringe benefits —
The E.B. Eddy Co., Ottawa, Ontario	Various unions	600	12,860	31,940	Sept. 17	Wages, fringe benefits —
Ontario Paper Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 84 and 101 (CLC) ILA Loc. 1477 (AFL-CIO/CLC) Canadian Operating Engineers Loc. 103 (CCU)	950	20,360	50,560	Sept. 17	Wages —
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Union Loc. 212 (CLC)	1,135	24,320	59,580	Sept. 18	Wages, fringe benefits, other contract issues —
Kimberley-Clark of Canada Ltd., St. Catharines, Ontario	Canadian Paperworkers Union Loc. 289 (CLC)	152	3,260	8,100	Sept. 18	Wages —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Union Loc. 192 (CLC)	192	4,110	10,070	Sept. 18	Wages —
Domtar Fine Papers Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 77 (CLC)	256	1,820	4,510	Sept. 18	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

SHIRTS AND LOOKBOOKS INVOLVING 100 OR MORE WORKERS, NOVEMBER 1975 (Continued)					Starting Date	
Industry			Duration in Man-Days		Termination Date	Major Issues Result
Employer	Union	Workers Involved	Nov.	Accu- mulated		
Location						
Cie. Gaspesia, Chandler, Quebec	Canadian Paperworkers Union Loc. 455 and 858 (CLC)	525	11,250	25,690	Sept. 23	Wages, fringe benefits —
La Cie Price Ltée, Kenogami, Quebec	Canadian Paperworkers Union Loc. 50 (CLC)	350	7,500	17,000	Sept. 24	Wages, fringe benefits —
Eddy Forest Products Ltd., Espanola, Ontario	Canadian Paperworkers Union Loc. 74 and 156 (CLC)	725	15,540	30,520	Oct. 3	Wages, fringe benefits —
Domtar Pulp Ltd., Lebel-sur-Quevillon, Quebec	Canadian Paperworkers Union Loc. 492 (CLC)	400	8,570	16,860	Oct. 3	Wages, COLA clause —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 433 (CLC)	253	5,060	10,120	Oct. 3	Wages —
Consolidated-Bathurst Pulp and Paper, Portage du Fort, Quebec	Canadian Paperworkers Union Loc. 420 (CLC)	350	7,500	14,000	Oct. 6	Wages —
Standard Paper Box, Quebec, Quebec	Fédération des travailleurs du papier et de la forêt (CSN)	175	3,500	6,480	Oct. 8	Suspension of an employee —
Consolidated-Bathurst Ltée, various locations, Quebec	Canadian Paperworkers Union 6 locals (CLC)	3,087	66,150	111,280	Oct. 11	Wages, fringe benefits —
St. Anne Nackawic Pulp & Paper Ltd., Nackawic, N.B.	Canadian Paperworkers Union Loc. 219 (CLC)	364	7,800	12,860	Oct. 12	Wages, fringe benefits —
Cie James MacLaren Ltée, Buckingham, Quebec	Canadian Paperworkers Union Loc. 11 (CLC)	446	9,560	15,910	Oct. 12	Wages, COLA clause —
Consolidated-Bathurst Ltée, New Richmond, Quebec	Canadian Paperworkers Union Loc. 574 and 926 (CLC)	685	14,680	24,430	Oct. 12	Wages, fringe benefits —
Domtar Paper, Dolbeau, Quebec	Canadian Paperworkers Union Loc. 85 and 252 (CLC)	520	11,140	18,570	Oct. 12	Wages, COLA clause —
Quebec North Shore Paper Co., Baie Comeau, Quebec	Canadian Paperworkers Union Loc. 352 and 375 (CLC)	1,214	26,010	42,890	Oct. 12	Wages —
Reed Paper Ltd., Quebec, Quebec	Canadian Paperworkers Union Loc. 137 and 250 (CLC)	1,175	25,180	41,970	Oct. 12	Wages, COLA clause —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		Nov.	Accu- mulated		Result
Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario	Various Unions	900	19,290	25,380	Oct. 22	Wages, fringe benefits —
Macmillan Rothesay Ltd., Saint John, N.B.	Canadian Paperworkers Loc. 601 (CLC)	500	10,710	13,750	Oct. 23	Wages —
Diamond National of Canada Ltd., Brantford, Ontario	Woodworkers Loc. 2-233 (AFL-CIO/CLC)	111	2,220	2,890	Oct. 24	Wages —
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario	Canadian Paperworkers Loc. 238 (CLC)	121	2,590	3,200	Oct. 24	Wages, fringe benefits, other issues —
Bowaters Mersey Paper Co., Brooklyn, N.S.	Various Unions	504	10,800	11,140	Oct. 31	Wages —
Nova Scotia Forest Industries, Point Tupper, N.S.	Canadian Paperworkers Loc. 972 (CLC)	600	12,860	13,160	Oct. 31	Wages —
Miramichi Timber Resources, Newcastle, N.B.	Canadian Paperworkers Loc. 689 (CLC)	599	11,980	11,980	Nov. 3	Wages —
Kruger Pulp & Paper, Rexdale, Ontario	Canadian Paperworkers Loc. 1646 (CLC)	160	720	720	Nov. 3 Nov. 10	Wages, fringe benefits — Union ordered men to return —
Price (Nfld.) Pulp & Paper, Grand Falls, Nfld.	Various Unions	965	12,200	12,200	Nov. 13	Wages, other contract issues —
Scott Maritimes Pulp Ltd., Abercrombie Point, N.S.	Canadian Paperworkers Loc. 440 (CLC)	250	3,040	3,040	Nov. 14	Wages, fringe benefits —
Labrador Linerboard Ltd., Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	2,610	2,610	Nov. 23	Wages, fringes, jurisdiction —
Bowaters Nfld. Ltd., Corner Brook, Nfld.	Various Unions	938	310	310	Nov. 30	Wages —
PRIMARY METALS						
Quebec Iron & Titanium Corp., Tracy, Quebec	Fed. of Metal Trades Unions (CNTU)	930	18,600	118,110	June 1	Not reported —
Haley Industries Ltd., Haley Station, Ontario	Steelworkers Loc. 4820 (AFL-CIO/CLC)	214	3,210	9,950	Sept. 18 Nov. 24	Wages, fringes, other issues — Terminated by mutual agreement —
METAL FABRICATING						
Quebec Wires, Trois-Rivières, Quebec	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,500	30,270	Dec. 16 1974	Employees locked out, wages for females —
Greening Donald Ltd., Hamilton, Ontario	Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	3,200	20,960	May 26	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer					Termination Date	Major Issues
Location	Union	Workers Involved	Nov.	Accumulated		Result
Vic Metal Corporation, Victoriaville, Quebec	Féd. des synd. des mines, de la métallurgie et des produits chimiques (CSN)	139	700	5,150	Sept. 16 Nov. 10	Wages, fringe benefits — Not reported —
TRANSPORTATION EQUIPMENT						
De Havilland Aircraft of Canada Ltd., Downsview, Ontario	Auto workers Loc. 112 (CLC)	1,691	33,820	115,830	Aug. 22	Wages, COLA clause —
Heatex, LaSalle, Quebec	Féd. des synd. des mines, de la métallurgie et des produits chimiques (CSN)	300	6,000	16,800	Sept. 11	Wages —
ELECTRICAL PRODUCTS						
Gould Manufacturing of Canada Ltd., Fort Erie, Ontario	Steelworkers Loc. 5049 (AFL-CIO/CLC)	120	960	7,080	Aug. 20 Nov. 13	Wages — Not reported —
Sparton of Canada, London, Ontario	National Council of Canada Labour Loc. 212 (Ind.)	110	2,200	2,200	Nov. 3	Not reported —
NON-METALLIC MINERAL PRODUCTS						
Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,000	9,800	July 12	Wages —
Dominion Glass Co. Ltd., Burnaby, B.C.	Glass and Ceramic Workers Loc. 238 (AFL-CIO/CLC)	230	4,930	9,770	Oct. 2	Wages, fringe benefits, other issues —
Dominion Glass Co. Ltd., Montreal, Quebec	Glass & Ceramic Workers Loc. 206 (AFL-CIO/CLC)	925	1,380	1,380	Nov. 17	COLA clause —
Abex Industries, Lindsay, Ontario	Steelworkers Loc. 4927 (AFL-CIO/CLC)	120	160	160	Nov. 27	Wages, fringe benefits —
MISCELLANEOUS MFRG.						
Bulova Watch Co., Toronto, Ontario	Steelworkers (AFL-CIO/CLC)	136	270	1,630	Oct. 20 Nov. 5	Not reported — Not reported —
Construction						
Alta. Construction Labour Relations Ass'n, Edmonton, Alberta	Painters Loc. 1016 (AFL-CIO/CLC)	300	6,000	36,000	June 11	Wages —
Alta. Construction Labour Relations Assoc., Edmonton, Alberta	Asbestos Workers Loc. 110 (AFL-CIO/CLC)	200	4,000	22,800	June 19	Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					Nov.	Accu- mulated	Termination Date	
Transportation & Utilities								
TRANSPORTATION								
London Transportation Commission, London, Ontario	Transit Union Loc. 741 (AFL-CIO/CLC)	300	1,930	13,500	Sept. 8 Nov. 10	Wages, fringe benefits — Not reported —		
City of Kitchener, Kitchener, Ontario	Railway Transport and General Workers Loc. 304 (CLC)	214	4,590	12,690	Sept. 9	Wages, fringe benefits —		
Trucking Ass'n of Que., 38 cos., various locations, Quebec	Teamsters Loc. 931 (Ind.)	2,000	4,000	4,000	Nov. 14 Nov. 17	Wages, working conditions — Return of drivers —		
COMMUNICATION								
Telephone du Nord du Québec Inc., Val d'Or, Quebec	Communication Workers Loc. 11 (CLC)	365	7,820	33,360	July 26	Wages —		
Gov't of Canada, Post Office, Canada wide	Postal Workers Various locals (CLC)	17,820	483,260	659,830	Oct. 21	Wages, fringe benefits, casual hirings —		
Trade								
Les propriétaires de garage de Rimouski, (10 Co.), Rimouski, Que.	Syndicat national des employés de garage de Rimouski Inc. (CSN)	336	1,680	17,810	Aug. 25 Nov. 10	Wages, fringe benefits — Not reported —		
Miracle Mart (13 stores), Montreal, Quebec	Retail Clerks Loc. 502 (AFL-CIO/CLC)	1,800	9,000	9,000	Nov. 24	Wages, hours, COLA clause —		
Steinberg Ltée, Montreal, Quebec	Retail Clerks Loc. 500 (AFL-CIO/CLC)	6,000	17,500	17,500	Nov. 26	Wages, fringe benefits —		
Service								
EDUCATION								
Metro Toronto School Board, Toronto, Ontario	Ont. Secondary School Teachers Federation	8,800	114,400	114,400	Nov. 12	Wages —		
Montreal Catholic School Comm., Montreal, Quebec	Alliance des professeurs de Montréal (CEQ)	9,417	9,420	9,240	Nov. 19 Nov. 20	Wages, fringes, other issues — Return of teachers —		
Univ. of Toronto (Library), Toronto, Ontario	Public Employees Loc. 1230 (CLC)	400	3,200	3,200	Nov. 19	Wages —		
CEGEP Maisonneuve, Montreal, Quebec	National Fed. of Quebec Teachers (CNTU)	250	250	250	Nov. 20 Nov. 21	Wages, fringes, other issues — Return of teachers —		

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, NOVEMBER, 1975 (Preliminary) (Concl'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					Nov.	Accu- mulated			Result
	CEGEP Rosemont, Montreal, Quebec		National Fed. of Quebec Teachers (CNTU)	200	200	200	Nov. 20 Nov. 21		Wages, benefits, other issues — Return of teachers —
	Commission scolaire Jérôme le Royer, Pointe-aux-Trembles, Quebec		CEQ (CNTU)	450	450	450	Nov. 26 Nov. 27		Wages, fringe benefits — Return of teachers —
HEALTH & WELFARE									
	Flin Flon General Hospital, Flin Flon, Manitoba		Retail Clerks Loc. 832 (AFL-CIO/CLC)	130	2,790	15,060	June 20		Wages, other contract issues —
	Regina Pioneer Village Ltd., Regina, Saskatchewan		Public Employees Loc. 1138 (CLC)	100	100	100	Nov. 13 Nov. 14		Replacement of workers who book sick — Return of workers —
	Plains Health Centre, Regina, Saskatchewan		Sask. Union of Nurses (Ind.)	170	300	300	Nov. 28		Wages —
Public Administration									
PROVINCIAL									
	Sask. Liquor Board, Various locations, Saskatchewan		Sask. Gov't Employees' Ass'n Loc. 6 (Ind.)	323	3,500	10,230	Oct. 3 Nov. 18		Wages, hours, overtime — Agreement reached —
	New Brunswick Gov't (Treasury Board), Province wide, N.B.		N.B. Public Employees Ass'n (Ind.)	30	6,020	10,230	Oct. 14		Wages —
LOCAL									
	City of Kelowna, Kelowna, B.C.		Public Employees Loc. 338 (CLC)	300	6,000	18,600	Sept. 3		Wages, job evaluation —
	City of Montreal, Montreal, Quebec		Fed. of Public Service Empls. (CNTU)	475	6,650	6,650	Nov. 11		Wages —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Conditions of work

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price \$1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price \$1.75. Information Canada, Cat. No. L34-23/1975.

Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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**Labour
Canada**

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contents

Vol. 76, No. 4, April 1976

NEWS BRIEFS

- | | | |
|---|---|---|
| <p>178 SOCIAL SECURITY</p> <ul style="list-style-type: none">• Guaranteed income guide <p>178 WAGES</p> <ul style="list-style-type: none">• Minimum rates increase• Decline in fourth quarter• Canada leads U.S.• Changes in compensation <p>179 EMPLOYMENT</p> <ul style="list-style-type: none">• Fewer jobs for professionals | <p>179 HEALTH AND SAFETY</p> <ul style="list-style-type: none">• Landmark agreement• Safety inspectors• Vinyl chloride standards <p>180 STRIKES</p> <ul style="list-style-type: none">• Facts change attitudes <p>182 PEOPLE</p> <ul style="list-style-type: none">• U.S. labor secretary• Sylva Gelber receives award | <p>182 WORKING CONDITIONS</p> <ul style="list-style-type: none">• Separate toilets• France—improvements promised <p>182 RETIREMENT</p> <ul style="list-style-type: none">• France—earlier pensions <p>183 MULTINATIONALS</p> <ul style="list-style-type: none">• National regulation |
|---|---|---|
-

FEATURES

- 184 **Hiring the handicapped: fact and fantasy** by Suzan Paquette
- 189 **CLC brief to Cabinet: Labour and government remain far apart** by Roy LaBerge
- 193 **The anti-inflation program—how long will it last?** by John Clarke
- 194 **Collective bargaining under the guidelines** by Donald Houck
- 196 **C.D. Howe Research Institute study: Time for transition** by George Sanderson
- 200 **Queen's University study: Federal employees favour conciliation-strike route**
- 201 **CLC conference: Women unionists demand their share** by Sharleen Bannon
- 205 **Labour legislation in Canada, 1975—Part 2: human rights** by Cal McKerral
-

DEPARTMENTS

- | | | |
|---|---|--|
| <p>208 FORUM</p> <ul style="list-style-type: none">• New goals for unions• AIB hasn't killed collective bargaining• Strikes-do-pay philosophy <p>215 BOOKS</p> <ul style="list-style-type: none">• The Canadian Labour Market by Stephen Peitchinis
—reviewed by Alan Whitehorn• To See Ourselves, Shirley Popham, ed.
—reviewed by Patrick MacKenzie <p>218 FIFTY YEARS AGO</p> <ul style="list-style-type: none">• employment agencies <p>219 PRICES AND EMPLOYMENT</p> <p>220 ADDITIONS TO THE LIBRARY</p> <p>223 LABOUR STATISTICS</p> | <ul style="list-style-type: none">• Economy needs more female participation in the labour force• Backlash against jobless <ul style="list-style-type: none">• inmates of prisons | <ul style="list-style-type: none">• The high cost of labour mediators• Bosses are human too• Controls inflationary? <ul style="list-style-type: none">• "Magistracy of Labour" |
|---|---|--|
-

NEWS BRIEFS

SOCIAL SECURITY

Guaranteed income guide

The National Council of Welfare has produced a 32-page *Guide to the Guaranteed Income*, intended to help Canadians become involved in the review of Canada's social security system begun by the federal and provincial governments in April 1973.

The guide tries to present, in non-technical terms, "basic information that the ordinary citizen must have if he or she is to understand what the guaranteed income is about, and what progress towards a guaranteed income has been made by the social security review."

The booklet points out that the country already has some guaranteed annual income programs, notably the federal old age security and guaranteed income supplement programs. The welfare council defines a guaranteed annual income program as "any program that sets an income floor below which a person will not be allowed to fall... and which is designed to provide income on a long-term basis."

The guide explains in detail two new proposals for a guaranteed income: negative income tax and support/supplementation programs, and provides a chronology of the events in the social security review from April 1973 to December 1975. The council says it hopes its guide, in addition to helping Canadians

understand the issues and become involved in them, will also help them "make their views known to government." It adds: "This involvement will be critical if the review is to produce new programs that address themselves to the real problems faced by low-income Canadians."

WAGES

Minimum rates increase

Both Canada and the United States have increased their minimum wages, for employees in industries under federal jurisdiction, and two Canadian provinces have also announced minimum wage increases.

The new minimums and their effective dates are:

Canada: April 1, adults \$2.90, up from \$2.60; and employees under 17, \$2.65, up from \$2.35.

U.S.: January 1, most employees of large companies \$2.30, up from \$2.10, domestics and most employees of smaller companies, \$2.20, up from \$2.00, and farm workers, \$2.00, up from \$1.80.

Alberta: March 1, adult workers \$2.75, up from \$2.50.

Ontario: March 1, adult workers \$2.65, up from \$2.40; construction

workers, \$2.90, up from \$2.65. Increases in the student rate of \$2 and in the rate for seasonal agricultural workers are expected to be announced soon.

Decline in fourth quarter

Wage increases negotiated in major contracts decreased considerably in the final quarter of 1975. The 85 settlements covering 500 workers or more produced average annual increases in base rates of 14.3 per cent in compound terms, that compares with 16.9 per cent in the previous quarter and an average of 16.8 per cent for the entire year.

Of the 401 agreements reached in 1975, 188 one-year agreements provided for an annual increase in base rates of 20.8 per cent; 169 two-year agreements provided for 21.6 per cent in the first year and 11.4 per cent in the second; and 44 three-year agreements provided for annual percentage increases of 17.2, 8.9 and 4.0 in the first, second and third years, respectively.

Canada leads U.S.

Facts and Trends in Labour Relations, a publication of the Canada Labour Views Company, says average hourly earnings in manufacturing in Canada have surpassed those in the United States and that the gap has been widening.

It says preliminary figures for September, 1975, showed the Canadian average 24 cents, or 4.7 per cent higher than the comparable figure in the U.S. In September, 1974, average hourly earnings were the same in the two countries, but in the subsequent twelve months, the Canadian average rose by 13 per cent and the U.S. average by 7.7 per cent.

Changes in compensation

A study of Canada's methods of employee compensation has resulted in two main findings:

- There has been a gradual shift from piecework to time-based systems.
- Many employers prefer to pay overtime to existing staff rather than hire new employees when the workload increases.

The study was carried out for the Canada Department of Labour by researchers in Quebec, Vancouver, and Toronto and their findings were co-ordinated and interpreted by Ed Walker, an economist with the department's wages research division.

The 28 companies and unions interviewed comprised a cross section of industries — manufacturing, mining, transportation, banking, hotels — and included some of the largest companies and unions in the country. However, they could not be considered a statistically valid sample.

The study indicates that most workers are paid according to time worked, and that pay systems based on output or performance seem to be on the decline. It attributed employers' preference not to hire new employees during peak periods to the fact that fringe benefits, are regarded as a fixed cost that cannot be adjusted as easily as hours of overtime.

It also found that maintenance of satisfactory differentials in wage rates for various skill levels was a source of concern to many employers. A narrowing difference between rates paid for skilled and unskilled jobs "has caused employers some trouble as well as causing resentment among skilled workers."

For example, a machinery manufacturer said that uniform wage treatment under collective bargaining made it impossible to attract employees for certain jobs — for example, in the foundry — while there was a surplus of labour available for other work. Several companies, ranging from chartered banks to mining and heavy manufacturing, said it was impossible to reward good service individually in a large unionized workforce.

The study found that employers who abandoned piecework cited several reasons, but the most important was that increasing use of capital equipment made it difficult to relate units of output to the work of individual employees. In some cases, piecework did not provide the pronounced incentive management had hoped it would.

Unions objected to piecework because it implied that labour was simply a factor in production; it dehumanized the workforce; it deprived it of regularity of income; and it could force employees to compete with one another "thus undermining the sense of solidarity" among workers.

The study inferred that there is "some lack of enthusiasm" for existing compensation systems in Canadian industry, but it found no great pressure for innovation or re-examination of current policies.

It also observed that as industry becomes more capital intensive and more automated, the cost of labour becomes less critical in production decisions. At the same time there are social pressures for more security for all workers.

"The combined effect of these technological and social trends has been, and will continue to be, a shift in compensation systems

toward a looser relationship between pay and production," the study concludes.

EMPLOYMENT

Fewer jobs for professionals

Job openings for executives, accountants, engineers, scientists and other professionals showed no change during the fourth quarter of 1975, according to the Technical Services Council, a Toronto-based non-profit placement and personnel consulting service. However, total job openings were down 12 per cent from the end of December, 1974.

The figures are based on a quarterly survey of 1,500 industries and businesses across Canada, but do not include openings with governments and other institutions.

The service forecasts a slight increase in professional job vacancies in 1976.

HEALTH AND SAFETY

Landmark agreement

Workers at uranium mines at Elliot Lake, Ontario, now have a contract clause that gives first choice at surface jobs to underground miners who have been exposed to health hazards. It is believed to be the first of its kind in North America.

The agreements, between the United Steelworkers of America and Denison Mines Limited and Rio

Algom Limited, cover about 1,400 production workers. In addition to wage increases and fringe benefits, union negotiators stressed health protection in their bargaining.

Combined with a decision last October by the Workmen's Compensation Board to pay 75 per cent of any loss in salary incurred by miners as a result of transfer to surface work for medical reasons, the new agreements will provide what Wilf List, labour reporter for the *Toronto Globe and Mail* describes as "a measure of protection that was only a dream a year ago."

List also writes that the contracts offer assurances "that the old practice under which miners continued to work underground after they had passed threshold limits of exposure will be a horror story of the past."

Safety inspectors

The Quebec labour ministry is training 150 company safety officers to enforce safety regulations on building sites.

An intensive accident prevention program has produced its first 30 graduates, all of them construction foremen.

Starting May 1, every building site employing 150 workers or more, or with construction valued at \$5 million or more, must have a management-appointed safety officer. Some sites, employing more than 2,400 workers, will require five such officers.

The safety officers will remain on their company payroll even though their job could require them to inform the government of violations of the safety code.

The *Montreal Gazette*, quotes the president of Quebec's Office de la Construction, as seeing no conflict of interest in this requirement: "Accidents and work stoppages cost an employer dearly and these men are trained to prevent mishaps. Most employers realize it's in their best interests to run an accident-free operation."

Vinyl chloride standards

The Financial Times News Service says production changes costing \$6 million are underway at three Canadian factories to reduce their emission of vinyl chloride monomer, a gas used in manufacturing plastics. The gas has been cited as a food contaminant and a cause of liver cancer.

The report, by *Financial Times* writer Les Whittington, says the changes are in accord with a request made by the federal environment department. One of the plants, owned by Imperial Oil Limited, is at Sarnia, Ont. The others, owned by B. F. Goodrich Limited, are at

Niagara Falls, Ont., and Shawinigan Falls, Que.

It quotes an official of the department as saying current emission levels at the plants may be dangerous to the public.

The plants use vinyl chloride monomer in the manufacture of polyvinyl chloride, the plastic resin found in thousands of household products ranging from garden hoses to food wrap.

"PVC plastics are the second most common type of plastics used in food packaging," the report says. This food packaging has been considered a possible hazard to consumers after recent discoveries that residues of VCM had, in some cases, migrated to the food.

"Because of this, the United States moved recently to eliminate some types of PVC packaging, and Ottawa has announced its intention to bring in legislation next year to require elimination of detectable amounts of VCM residues in PVC packaging."

STRIKES

Facts change attitudes

An informed public could eliminate strikes and increase productivity more effectively than any government-imposed program of mandatory wage restraints, according to John Q. Jennings, a New York City management consultant, labour specialist and economist.

Jennings says British union members and leaders are accepting wage restraints more willingly than

their Canadian counterparts "because a more informed and supportive public opinion" exists in Britain.

He also points out that public opinion polls in the U.S. and Canada show that people vastly overestimate the share of corporate income going to stockholders and underestimate the share going to employees. Jennings cited one poll that showed most respondents believed employees received only 26 per cent of corporate income when they were actually receiving 89.6 per cent.

His explanation:

PEOPLE

U.S. labor secretary

W.J. Usery, Jr., 52, is the new United States secretary of labor. Usery, whose nomination was approved by the Senate on February 4, had been director of the federal mediation and conciliation service for the past three years, and is a former negotiator for the International Association of Machinists. Usery succeeds John T. Dunlop who resigned on February 1 after less than a year as secretary of labor.

Dunlop's resignation followed President Gerald Ford's veto of the situs picketing-construction stabilization bill. The legislation would have permitted a construction union to picket an entire construction site, and would have created new machinery to help resolve labour-management disputes in the construction industry.

Photo Features



Sylvia Gelber, recently-retired director of the federal labour department's Women's Bureau displays the plaque presented to her by the CLC "on behalf of the working women of Canada" in recognition of her lifelong dedication to promoting human rights. (See also p. 204).

France — improvements promised

The French government has launched a program aimed at upgrading manual work. Some aspects will be supported by legislation and others are to be negotiated by employers and unions. But they are all intended to attract more Frenchmen to manual work and to lessen the country's dependence on migrant workers.

The government intends to draw up new safety legislation as well as legislation providing for paid rest periods to compensate for working overtime. It has commissioned a study of possible changes in the present system of shift rotations. And it intends to provide increased educational and training opportunities for workers. It also wants the public sector to set an example for private employees.

The government also is recommending greater use of flexible working hours, and says it will set up a \$5.3 million fund for financial awards to companies that improve working conditions.

WORKING CONDITIONS

Separate toilets

The British Columbia Human Rights Commission has ruled, in effect, that a company can't expect women employees to use the same washroom and toilet facilities as men.

It has ordered Lornex Mining Corporation to pay \$513 to Jean Tharp, a laboratory technician. The money is to cover costs she incurred travelling more than 40 miles from a mine near Ashroft, B.C. to Kamloops to use washroom facilities.

The judgment said that the nature of the washing and toilet facilities provided in the 14 identical bunkhouses at the site "clearly suggests that they were designed for use by one sex only, and that sex was male."

Tharp, who moved into one of the bunkhouses on September 19, 1974, complained to the commission.

It was found that lodging women in the same bunkhouse as men was illegal under the Health Act, and the commission interpreted the Human Rights Code as requiring that a company that chooses to provide accommodation for men must also provide facilities for women.

RETIREMENT

France — earlier pensions

Starting in July, about one tenth of France's workforce will be entitled to retire on a full state pension, starting at age 60. A writer for the Observer News Service, Paul Webster, says this date will make "the first stage of a work revolution which is uniting both senior executives and unskilled workers."

Webster says union strategy is

generally putting wage demands in third place behind retirement gains and a longer-term campaign to reduce working hours, sensing "that a campaign on wages would make little headway in present economic conditions." He also finds white-collar workers showing more interest in early retirement than they did 10 years ago.

The workers who will be entitled to retire at 60 are those doing "difficult" jobs, and mothers with three children or more who have worked in manual jobs. "Difficult" jobs include those in foundries and on construction sites and mass production assembly lines.

Webster considers this "the thin edge of the wedge" and writes that the entire French workforce is likely to be enjoying early retirement by 1980.

MULTINATIONALS

National regulation

Organized labour's future response to the growing power of multinational corporations will be to exert pressure on domestic governments for national regulation of them, predicts Robert W. Cox, a professor of political science at Columbia University, N.Y.

Cox sees labour rejecting multinational bargaining for several reasons: multinational unions are incompatible with existing national structures in bargaining; the multinational concept is suspect as a form of company union; and multinational bargaining would put negotiations into the hands of bureaucracies more remote from the rank and file than are present negotiations "when shop floor movements expressing the frustration of workers in revolt against union bureaucracy have become increasingly prevalent."

He also predicts that while the international regulation or code-of-conduct approach may make some progress, it will not be very effective. "The state is still the only effective instrumentality capable of regulating corporations."

Cox made his predictions in an address late last year to the biennial convention of the Montreal Personnel Association.

Cox says individual states are regaining control of their economies, and "regulating foreign investment has become the latest growth area in public policy."

"Now host countries are requiring that foreign investors bring benefits in the form of jobs for nationals, while home countries are under pressure to prevent multinationals from exporting jobs... Since these aims of regulation by home and

host countries conflict, national regulations will very likely become a matter of bargaining and negotiation among governments. Organized labour will certainly want a voice in this bargaining, and will concentrate its pressure where it can be most effective — on national government."

Cox traces the production changes that have diminished the power of organized labour since the Second World War. At first the corporations went abroad to seek raw materials; then they started manufacturing abroad to serve local markets, and most recently they have begun manufacturing in less developed countries "for shipment mainly back to the rich-country markets where the corporations have their home bases."

This last development is "heralding a profound change in the international distribution of economic activities... Industries that involve substantial labour inputs are moving to less developed areas." Labour is cheap and there are either no unions or only unions that are controlled by governments anxious to attract foreign investment, to protect jobs or acquire skills.

At the same time, "leading sectors of advanced industrial society are being transformed into a post-industrial configuration, developing new technologies that will be applied on a global scale." 

Hiring the handicapped: fact and fantasy

by Suzan Paquette

In response to a question concerning the needs of the handicapped, one blind person residing in an eastern province exploded, "I'm a work ethic freak!" And so are most Canadians. Sometimes the most energetic supporters of the work ethic are those who have been out of work for some time and those who have never had a job. This applies to many handicapped persons and to them work takes on a very special meaning.

True, it means a regular paycheque, independence, getting off the "pension." But having a job means much more — it means becoming part of or re-entering the mainstream. "When you have no job," said one paraplegic "you're out of the mainstream and you lose contact with what is going on."

Despite their will to work, jobs are not made readily available to the handicapped who are able to work.

Handicapped people don't want special treatment. They want a job, or even a chance to prove themselves. Fully one half of those who could work, don't.

Take the example of paraplegics — persons paralyzed from the waist or chest; 90 per cent are unemployed yet 33 per cent are employable. In Vancouver, it was found that 27 per cent of deaf persons and 18 per cent of blind persons were employable, but half of the latter were unemployed....

Suzan Paquette is an information officer with Health and Welfare Canada's rehabilitation services division.

Why? To put it bluntly, employers. "When I am asked to pinpoint the biggest barrier faced by handicapped persons seeking employment," explained Dr. Carolyn L. Vash, chief deputy director of the California State Department of Rehabilitation, in a recent issue of *Accent on Living*, "I have to say it is the resistance of the uninformed employer."

A recent Canadian Chamber of Commerce poll of its members seems to bear out this contention. In reply to the question "Why has your company not considered the possibility of hiring the handicapped?", 134 out of 195 respondents gave what amounted to non-answers with the remaining 61 raising the kinds of issues most rehabilitation personnel thought had been dealt with since veterans started returning after the Second World War. A breakdown follows:

The disabled employee did not want to be singled out by receiving special privileges

- 73 — No job they can handle/ nature of business doesn't lend itself to employing the handicapped.
- 61 — Never thought, none have applied, never contacted by anyone.
- 26 — Too dangerous (accidents, fire regulations, increase in premiums).
- 18 — Building unsuitable (too many stairs, no elevators).
- 8 — Handicapped unsuitable (absenteeism, turnover, emotional problems).
- 7 — May lose production.
- 2 — Too much supervision needed.

Let's have a look at some of these responses in light of some of the studies conducted over the years on the handicapped person as an employee. An early major study was conducted by the United States Bureau of Labor Statistics in 1948. The study, entitled "The Performance of Physically Impaired Workers in Manufacturing Industries," Bulletin No. 923, compared the performance of 11,000 impaired manufacturing workers employed in most industry groups and located throughout the country with that of 18,000 matched unimpaired workers employed by the same firms, subject to the same job incentives, and exposed to the same job hazards. The outstanding feature of the comparison was the similarities between the impaired and the unimpaired workers. The study states that the differences "in the measures of work performance between the two groups were

Despite the will to work, jobs are not made readily available to the handicapped

fractional for the most part, with the balance slightly in favour of the impaired worker group; impaired workers produced at a slightly better rate and had relatively fewer disabling work injuries than did unimpaired workers on identical jobs. The two groups had identical frequency rates of non-disabling injuries and the average rates of absenteeism showed only nominal differences.

A more recent study, carried out by the Du Pont company in the United States and reported in *Chemtech*, December, 1974 and reprinted in the *Journal of Rehabilitation*, March-April 1975, once again laid to rest some of the myths:

1. **Insurance:** No increase in compensation costs.
2. **Adjustments to the work place:** Minimal. Included such simple changes as a lowered work surface, a special desk, an entrance ramp, etc.... Many employees required no special work arrangements whatsoever.
3. **Safety:** 96 per cent of disabled employees had average or better safety records *on* and *off* the job.
4. **Special privileges:** The disabled employee did not want to be singled out by receiving special privileges. Fellow employees did not resent such necessities as a parking spot near the plant entrance.
5. **Acceptance:** "Each and every new employee was given an enthusiastic reception."
6. **Job performance:** 91 per cent of the disabled employees rated average or better.

7. **Attendance:** 79 per cent rated average or better.
8. **Turnover:** 93 per cent rated average or better.

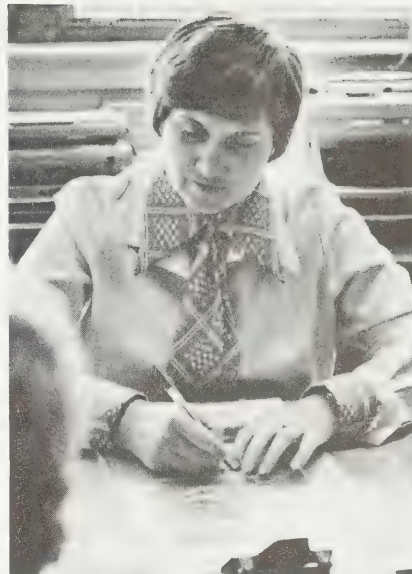
Another note of interest: among the 1,452 handicapped employees, those who were hired with physical impairments — 32 per cent of those in the study — were more highly motivated toward safety, attendance and job performance than is the case where the handicap occurred subsequent to employment. In addition, the nature of the handicap did not prevent an employee from achieving these satisfactory levels — in fact, some of the best performers among those studied had the most severe handicap.

In the Canadian Chamber of Commerce study, very similar results were obtained in answer to the question "What has been your experience with respect to the job performance of the handicapped?"

1. **Level of production:** 88.4 per cent felt that the physically handicapped performed as well as or better than regular employees, and 47.6 per cent felt that way about the mentally retarded.
2. **Attendance record:** 91.6 per cent felt that the physically handicapped performed as well or better than regular employees, and 75 per cent felt that way about the mentally retarded.
3. **Length of stay with firm:** 93.8 per cent felt that the physically handicapped performed as well or better than regular employees and 73 per cent felt that way about the mentally retarded.
4. **Quality of work:** 95 per cent felt that the physically handicapped performed as well or better than regular employees and 60.9 per cent felt that way about the mentally retarded.

The handicapped are good employees. On the other hand, it is perfectly understandable that some

Health and Welfare Canada



Claudette Laycock, who is blind, uses a specially-designed template to enable her to perform her job as an intake worker for the department of social services, regional municipality of Ottawa-Carleton.

Health and Welfare Canada



Richard Colosimone, who is deaf, is a counsellor with the Ottawa branch of the Canadian Hearing Society. Here, he operates a teletype unit that enables the deaf to maintain long-distance communications.

employers are reluctant to hire them. They share, along with the rest of the Canadian population a certain negative or paternalistic attitude towards the handicapped. While some studies have shown that workers would feel perfectly comfortable around the handicapped, other studies have shown that they would feel uncomfortable.

Employers are conscious of these feelings among their employees —

and themselves — and this may influence their willingness to hire the handicapped.

Employers who have made a concerted effort to employ the handicapped find that there is a certain "shake-down period" to get everyone accustomed to the idea of seeing handicapped workers as workers like everyone else.

The Du Pont experience shows that attitudes can be positive and that

...keeping handicapped workers out of the system costs everyone money

employees can accept the handicapped with open arms.

Indeed, keeping handicapped workers out of the system costs everyone money. It is estimated that

All handicapped workers are not alike

As a recent Alberta Workers' Compensation Board advertisement put it:

"The Handicapped Have One Thing in Common — They're All Different.

Some are men and some are women. Some are quite young and others, very mature. Some are skilled tradesmen, some have professional training and some have specialized business backgrounds — computers, accounting or administration.

Others were involved in physically-demanding occupations before becoming handicapped. Many of these people have returned to school and are now ready for new careers."

Unfortunately, exploitation of handicapped workers is not unknown. Employers, knowing that the handicapped have above-average difficulty finding employment and have an above-average thirst for a job, may think they are a source of "cheap labour." Surveys in Canada and the United States among various disability groups have shown that on the average, approximately half of them are unemployed.

Although many of the handicapped are underemployed, they cannot, generally speaking, be regarded as a pool of cheap labour. It is often impossible for them to accept a job which pays very little. First, many of them, knowing the employment difficulties they would encounter, have prepared themselves by obtaining a superior education and specialized training.

Secondly, being handicapped is expensive. Think about it. Suppose you are paralyzed and are offered a minimum wage job 10 miles from home. How would you get there? You would have to take taxis both ways or buy a car and have hand controls installed. You would probably no longer be able to keep house for yourself and would need a homemaker once or twice a week. You would now be expected to pay for your own medical supplies, many of which — such as catheter equipment — are not covered by insurance and yet must be replaced frequently.

You might run up a big bill for wheelchair repairs and supplies and an attendant to help you dress and bathe. In addition, there is the extra initial cost of items

such as wheelchairs, ramps or seeing-eye dogs — necessary if a handicapped person is to live independently as a potential taxpaying employee.

The handicapped person must also seek a secure job, especially if he or she is currently unemployed and on a pension. The person now will have to pay for the extra expenses, mentioned above, that had hitherto been paid for through social assistance. In addition, once off the pension, it is often not easy to get back on. One must apply all over again and sometimes wait for months without income or the additional medical coverage.

One further point: the handicapped in popular mythology appear to be sexless eunuchs with no emotional or affective life. This is not the case. The handicapped often marry and have children, so therefore need wages and salaries to support their families.

The handicapped not only run the risk of being considered cheap labour, they are often stereotyped into being

welfare rolls could be reduced by as much as 40 per cent if the handicapped who are employable were provided with jobs.

That's the problem. What is the solution? Other countries have handled it in a variety of ways:

- Designated employment: saving jobs for the handicapped.
- Subsidies: paying employers a

'bonus' for hiring the handicapped worker.

- Advertising campaigns: to educate employers as to the abilities and potential of the handicapped in an effort to convince them to hire some, or more, handicapped workers.
- Extensive sheltered workshop programs: so that the handicapped will feel part of the mainstream.

- "Affirmative action": a program to prevent employers from discriminating on the basis of handicap.
- Quotas: making employers hire a certain number of handicapped workers as a percentage of their workforce.

Quota systems require employers to provide jobs for the handicapped in terms of a certain percentage

considered only for certain kinds of jobs.

This often happens quite naturally without any ulterior motive. The deaf provide a good example. Their handicap makes it difficult for them to communicate with employers, personnel officers, supervisors, and colleagues. In addition, their deafness has usually prevented them from acquiring language to the same degree as hearing persons with the same education. Their thoughts often focus on concepts rather than words and this may mean that they have unusual difficulty in filling out application forms. This, however, is not a reflection on their intelligence or ability.

Many of the deaf are employed as keypunchers, because in the early days of the computer age the machines were so noisy that being deaf was an asset to an operator. This particular type of job stereotyping has become so widespread, however, that some schools for the deaf are assuming all their female students will become keypunch operators while the males often are trained as printers.

John Lane of the Canadian Paraplegic Association, Manitoba division, feels that stereotyping is not all negative. "Stereotyping might be necessary to get people into jobs, at least in the beginning. It also gives employers a chance to have the experience of handicapped employees as employees. The real danger occurs after the person has been employed for a period of time and has proved himself. Where does he go from there? Handicapped people have the same ambitions, the same need for real career paths as do the able-bodied."

Like their regular co-workers, they become bored doing the same thing every day and would like to see advancement and more challenge. In most of these cases the handicapped employee sees others around him advancing or at least taking concrete steps to prepare for advancement to more challenging and more responsible positions.

Anytime we assume that a person with a certain handicap cannot do a certain job, one of them is sure to prove us wrong. Could a paraplegic become a stock broker? John Lane proved that it

could be done. A blind person as a private eye? John Wickersham of Spokane, Washington proved that it can be done. He has been credited with helping a lawyer defending the accused in a murder trial.

The real answer to employment of the handicapped is not to assume you know what they can and cannot do.

Not long ago, Joanne McLeod, a solicitor with the New Brunswick Supreme Court, who is also a paraplegic, received a call from a man who had decided to begin a manufacturing business. He wanted someone to send him "a couple of handicapped."

"He obviously thought that handicapped workers could be ordered like hot dogs. It was a real job to get an explanation of the kind of skills he was looking for."

Apparently, the potential employer did not realize that all handicapped workers are *not* the same; they are representative of society as a whole as to abilities and education.

of their total employees, usually 2 per cent to 6 per cent, and to protect them against dismissal. Persons who want protection under the program must prove their disability and are usually registered as disabled. Delinquent employers are usually fined.

A British Department of Employment consultative document on the quota scheme concludes that many industrialized countries, including Canada, Australia, New Zealand, United States and Sweden do not operate employment schemes based on statutory requirements for employers to engage a quota of disabled workers. All these countries, however, hold good records for securing employment for the disabled.

It is difficult to ascertain whether individual quota programs are successful. Most countries have many other programs to promote employment of the handicapped. The general economic picture in any particular country must also be taken into account.

Other difficulties are related to determining disability for quota purposes. Many employers would hire only persons who are marginally handicapped, such as persons with one glass eye, arthritis in the legs or with two fingers missing. The blind, the deaf and the paraplegics, for whom the program was conceived, would remain unemployed. Another problem is that quota systems do not deal with promotion or job quality.

For many years in the United States, it was felt that providing generally for the elimination of job discrimination would improve employment opportunities for the handicapped. This was not the case. In 1973, therefore, a section of the Rehabilitation Act provided for non-discrimination by federal contractors. It requires that all federal contracts over \$2,500 must include an "affirmative action"

Some unions may not be amenable to changing certain regulations to permit the employer to hire handicapped workers

clause in which the employer agrees not to discriminate against a handicapped worker. As the dollar value of the contract increases, the employer is required to submit formal "affirmative action" plans which must be reviewed by the contracting agency. As of January 1976, employers are required to submit a certificate showing an effective program before the contract is awarded. Certification of handicap is not needed to apply for employment but is needed by any person filing a complaint with the Employment Standards Administration of the U.S. Department of Labor.

U.S. government publications make it clear that this is not a quota system. It does not have goals and timetables. Its most distinctive feature is that of requiring "accommodation" to the physical or mental limitation of the person with a handicap. Contractors must make reasonable "accommodation" in physical access to the work site, job or work restructuring, or the adaptation or design of tools and equipment; and this must be related to recruitment, hiring, job placement, assignment, promotion, training, transfers, layoff, termination, working conditions and benefits.

In the March/April 1975 issue of the *Journal of Rehabilitation*, Dr. Richard H. Deane, assistant professor in the school of industrial and systems engineering at the Georgia Institute of Technology, cited three examples of how affirmative action could be applied:

1. "... Consider a general company

rule enacted by a federal contractor that prohibits the hiring of blind workers. This would be prima facie discrimination unless there were an absolute vision requirement for each job in the company."

2. "... A company physical examination that must be passed by a job applicant might be discriminatory unless the physical attributes evaluated on the examination were necessary for satisfactory job performance."

3. "... Inadequate rest room facilities (and other architectural barriers) may not be a valid defence for a federal contractor who has rejected a worker confined to a wheelchair."

In Canada, the federal government holds that the best course of action is to provide the handicapped with the services they need to become self-sufficient.

In the United States, the AFL-CIO has formulated a policy on the employment of the handicapped and has published a guide entitled *Working Together... The Key for the Handicapped*. The AFL-CIO works closely with the President's Committee on Employment of the Handicapped and the various governors' and mayors' committees.

In Canada, it would appear feasible, as a first step, for unions to create in-plant committees made up of both union and management representatives. Management, at present, does not appear to be anxious to assist in finding jobs for the handicapped. If plant committees are to be set up, it would appear that the impetus will have to come from the unions. They have traditionally been more conscious of social problems and are better disposed to do something about them. The benefits of employing the handicapped can also be translated into dollars and cents. It's all up to organized labour — what is it prepared to do? 

Labour and government remain far apart

by Roy LaBerge

This year's memorandum from the Canadian Labour Congress to the federal government was devoted almost entirely to a strong denunciation of the federal anti-inflation program. While CLC President Joe Morris accompanied by 300 union leaders from across Canada presented it to the Prime Minister and the cabinet inside the Parliament buildings, thousands of union members demonstrated outside on Parliament Hill.

The March 22 dialogue left the two parties as far apart as they had been before it started. Prime Minister Trudeau said the government was not getting out of the program. "Sacrifice is necessary," he said, because inflation had reached "crisis" proportions. Morris said labour would not co-operate with the program because it "attacks the incomes and rights of working people and the economically powerless and undermines the institutions of the Canadian economy."

Next day, the CLC announced it was withdrawing its representatives from the Economic Council of Canada, which advises the government on economic policy, and the Canada Labour Relations Council, established last year by Labour Minister John Munro to enable government, management and labour to work together in seeking long-term solutions to industrial relations problems.

Roy LaBerge teaches social science at Algonquin College, Ottawa. He is also a journalist and former editor of Canadian Labour.



Munro had specifically asked the Congress not to withdraw from the CLRC, where its participation had been of benefit "to labour, to government and to the people of Canada." He had hoped it would continue to take part in the discussions and "not burn all these bridges... despite our differences on economic policy."

As is customary at the annual presentation, the CLC president read only a short statement and not the entire 26-page document. He said labour strongly opposed "the destruction of free collective bargaining." The program was supposed to be equitable but "the compensation regulations established under the Anti-Inflation Act and the provisions of the legislation make nonsense of this supposed principle."

The CLC rejected the argument that Canada was pricing itself out of export markets

Munro disagreed that the anti-inflation program meant the "destruction" of free collective bargaining. "Collective agreements are being reached every day throughout Canada, despite the program," he said. He also observed that since 1972, labour leaders across the country had been complaining to him that inflation itself was undermining collective bargaining.

He said unions in other countries — including Britain, Australia, the United States and the Netherlands — had accepted similar income-control policies without accusing their governments of "undermining the democratic process" as did the CLC. Morris reported that union movements in those countries were more involved in policy planning than they are in Canada.

The prime minister and the CLC president discussed some of the statistics used in the brief. The prime minister argued that the government had brought in controls last October only when the share of the national income going to wages and salaries was the highest in history — 56 per cent. He also pointed out that the Consumer Price Index rose only 4.5 per cent in the three months to February 1976, while the program was in effect, compared with 14 per cent in the three months to August 1975, when it was not. Morris, however, said the difference was due largely to a

seasonal decrease in food prices which did not come under the controls.

The prime minister made it clear the government "is not going to get out of this program now, particularly when it looks like it's going to work ... We are going to stick with it."

In other years, the CLC memorandum covered a wide range of subjects of interest to organized labour, but this year's brief limited itself almost entirely to a strongly-worded denunciation of the government and its anti-inflation program.

It described the program as dividing Canadians along class lines, with employers and government on one side, and workers and their organizations on the other. "For the sheer destructiveness of social, economic and political freedoms... it is unequalled in the history of our country."

And while the government had promised it would be equitable, "the legislation and regulations have made a mockery of this principle, for we fail to find adequate controls on dividends, interest rates, professional fees and land speculators..."

"There were no calls by politicians for price restraints" when profits rose by 111 per cent between 1971 and 1974, but "as soon as the business cycle had turned around and workers began trying to recover lost purchasing power," the government "quickly moved in to impede the collective bargaining process with controls which will have little if any impact on prices."

The CLC rejected the argument that Canada was pricing itself out of export markets. It said the current decrease in Canadian exports was related to the fact that the U.S., Japan and Britain — Canada's

Morris was critical of media coverage of the presentation

major trading partners — were themselves experiencing economic depressions.

The memorandum quoted government statistics showing that while export prices increased by

10 per cent in 1975, import prices rose by 15.5 per cent. For manufactured goods, the difference was even greater — a 9.3 per cent increase for exports against a 16.6 per cent increase for imports.

"While we share the government's concern about Canada's trade deficit," the Congress stated, "there was a significant improvement in that deficit during the final three months of 1975 as exports picked up. The expected economic recoveries of the U.S., Japan and

Railway unions oppose wage curbs

Canada's railway unions went even further than the Canadian Labour Congress in their opposition to the federal anti-inflation program.

The CLC, in its March 22 memorandum to the cabinet, used strong language to denounce the program and reiterate its refusal to co-operate with it. But the Canadian Railway Labour Association, which presented its own memorandum later that same day, called on the government to resign and face an election.

It was mandatory "that you dissolve your government and go to the people with your new platform and philosophy," said the association, which represents 18 railway unions and 100,000 workers.

The association also criticized federal transport policy as destroying rail passenger service. Studies carried out by the transport department "reflect an anti-rail bias openly and blatantly."

The submission spelled out some of the advantages of passenger trains: they could help save fuel. They used less land space, than automobiles. They were more reliable in winter than other forms of transportation. And it said responsibility for railway safety should be moved from the transport department to the labour department.

The brief described the anti-inflation program as "impossible" to administer. Big corporations could evade price restraint through "loopholes" in the regulations, and had accounting methods that could hide their rising profits.

The rail unions supported the CLC stand that the anti-inflation legislation was "impractical, inefficient, unfair" to wage earners, and "unjust" to Canadians.

It added: "The social costs of your legislation outweigh the social benefits." Consequently "your whole program is socially unprofitable."

Europe will result in an increase in our exports, which will undoubtedly lead to an improvement in our trade balance for the remainder of the year.

"However, it should not be overlooked that Canada's merchandise trade deficit over the past year and more has deteriorated largely because of unprecedented price increases for oil and other commodities which we have been importing into this country. Furthermore, we are going to become an increasingly larger net importer of crude oil which obviously

"Never before has the trade union movement been so united" — Morris

will have an adverse effect on our balance of payments."

The memorandum also discussed unemployment and the government's fiscal and monetary policies, which it blamed as the principal domestic cause of inflation. Missing

from it, however, were most of the other topics of previous years' submissions: foreign policy, social assistance, the Canada Labour Code, immigration, health, industrial safety, agriculture, and aid to developing nations.

Morris was critical of media coverage of the presentation of the brief and the demonstration. Some newspapers reported 15,000 people in the demonstration, but Morris said his count was 30,000, based on the planes, trains and buses booked, and discussions with

Anti-inflation program an "eye opener" — Corrigan

Harold Corrigan, president of the Canadian Manufacturers' Association, says a co-operative effort by labour and management is needed "to restore health to the Canadian economy."

He put this idea forward in an address in Moncton, a few days before the Canadian Labour Congress announced its withdrawal from the Canada Labour Relations Council and the Economic Council of Canada.

Corrigan called on leaders of organized labour to join with government and management to "build up and maintain a vital data bank of what is happening to the Canadian economy, how well the different groups in our economy are doing — including governments — and how we are faring".

Agreement to draw their economic evidence from one

source would assume "a willingness on the part of both labour and management to forsake the traditional adversary approach in favour of a limited measure of co-operation based on mutuality of interest."

He added: "If we could get agreement on this first step, I think many people would be surprised at what it might subsequently lead to in the way of consensus.

Corrigan pointed out that manufacturing employed almost two million people, and that the need to restore the economy to health was evident from the performance of manufacturing in 1975. Productivity improved by a "scant" 0.4 per cent. Average wages jumped by more than 15 per cent, pushing up unit labour cost by an "incredible" 14 per cent. Profit margins slipped from 5.3 per cent to 4.4 per cent. Total profits fell by 11 per cent, producing a

slackening in the pace of increased investment. Man-days lost due to work stoppages totalled nearly five million in the first 11 months of 1975, up from 4.8 million in the whole of 1974.

Corrigan described the imposition of the anti-inflation programs as a psychological shock to the country: "To those who were not aware of the disastrous inflationary path we were on, it was an eye-opener. To those who wield the public purse, it gave a crutch to help ease the passage through the political wilderness called restraint.

"There have been immediate benefits when compared to the situation existing prior to October 13, 1975. It remains to be seen whether the message will be retained or whether we will lapse until another severe shock hits us."

people "experienced at estimating crowds on Parliament Hill."

He also criticized news media that said the reasonable discussion that accompanied the presentation of the brief suggested that the CLC had softened its stand. The media frequently took the view that "if you pick up a shoe and hammer the desk you are at daggers drawn, but if you talk sensibly about an issue when you know you are not going to convince the other person because his mind is made up, then it is not

The memorandum described the program as dividing Canadians along class lines

a confrontation issue and not something you get excited about."

The demonstrators came by plane, train and bus, and the CLC said they were there to prove that opposition to the anti-inflation program came not just from union leadership but also from rank-and-file members. They marched in orderly procession in front of the Parliament buildings in cold, windy weather, many dressed in clothing more suitable for the warmer parts of Canada from which they had come. Despite the size of the crowd, there was no violence. It was the peaceful show of strength the CLC leadership had asked for.

After the presentation of the

memorandum, Morris told the Parliament Hill marchers that the labour movement was "in the battle of its life. It has been forced by the Trudeau government to become a political movement rather than primarily an economic organization...


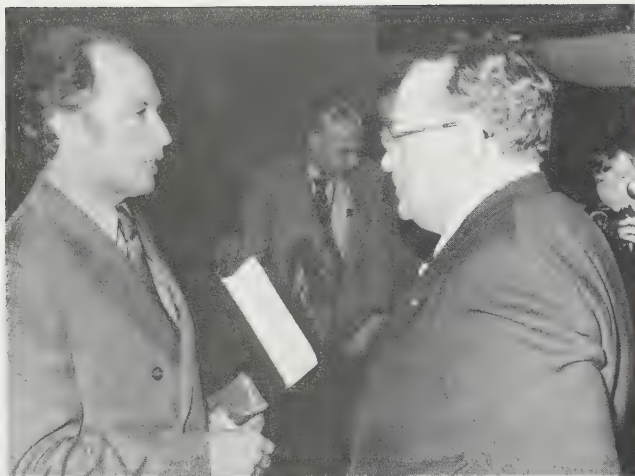
"Never before has the trade union movement been so united," he said. "Never before has organized labour come together in such a display of strength and solidarity. I can assure this government that it has seen only the initial stirrings of a centralization of labour's power." 

Photo Features



Prime Minister Trudeau and CLC president, Joe Morris clash head-on over the government's anti-inflation program.

Photo Features



While union leaders were inside the Parliament Buildings presenting their views to Cabinet, trade unionists from across Canada demonstrated outside.

The anti-inflation program — how long will it last?

by John Clarke

The Canadian Labour Congress really makes heavy weather of its opposition to the federal government's income control program in its memorandum to the government on March 22. Not that its arguments don't carry substance. The CLC does make a telling point, for instance, when it says that between 1973 and 1975 wages and salaries went up 32 per cent compared with a 34.6 per cent increase in the cost of living. It's correct when it says that the big labour demands of 1975 followed pre-tax profits that went up "an unprecedented 111 per cent between 1971 and 1974."

Wages traditionally follow other trends in the economy because they are fixed by contract that cannot move *with* the trends. But wages sometimes pick up a momentum of their own that keeps the inflationary processes at work while other changes in the economy are being attempted. For instance, former finance minister John Turner, himself no defender of incomes controls, warned in his last financial review before he resigned, that labour's share of the gross national product was edging close to the historic high of 55 per cent, a figure achieved in the late 1960s when Canada was enjoying a sustained boom and the early ingredients of today's inflation were being stirred into the pot. The government was beginning to expand its own spending program and the money supply was beginning to rise because the economy appeared able to accommodate them. It wasn't easy to cut back on those policies after the boom of the 1960s slowed down, and now governments at all levels are taking 39 per cent of the

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gross national product in taxes, which many economists blame as a cause of today's inflation.

There's a welter of statistics, however, with which labour, management and government can prove they aren't responsible for inflation. One thing that everybody's agreed on is that Canada is suffering from a very bad dose of inflation and that it's not going away as fast as it should.

But when the settlements approved by the Anti-Inflation Board in the first five months average something like 16 per cent, admittedly due to the board's policy of allowing catch-up increases for those who have fallen behind in the last couple of years, nobody seems to be suffering much for the moment.


The CLC can argue with some merit that the guidelines are being applied mainly against wage earners and will likely continue to be so applied. Any incomes policy is, of necessity, incredibly complex and this one is no exception. Because profit margins and prices are governed by a complicated tapestry of factors, they will be hard to control. Personal income is much more easily determined and it's only human for the Anti-Inflation Board and its technocrats to concentrate on what they can do most readily, at least in the early days of the program. But the interesting thing is that many unions, despite militant cries to the contrary, are trying to work out ways of keeping within the

guidelines or at least to breach them only where legal loopholes exist.

In this context it seems incongruous for the CLC to complain that the state and all its power have been put at the disposal of the employers to fight inflation on the backs of the workers. The guidelines are undemocratic and indeed rough justice. But they won't collapse under the weight of heavy philosophical dissertations about personal rights and freedoms being destroyed.

If and when they do collapse, it will be simply because the Anti-Inflation Board has not been able to handle the job. Already it has withdrawn a statement — made shortly after Prime Minister Trudeau announced the program on Thanksgiving Day — that if the unions hadn't heard from it within 30 days they could consider their settlements automatically approved.

The administrative problems are piling up. At the end of March, there was a backlog of more than 1,000 pay cases, and still growing. Reports from 6,500 companies on profit margins, on which their ability to pay wages depends, have begun to flow in. Delays are inevitable and are likely to become longer as the board's workload increases.

The inequities may become so obvious that the CLC won't have to resort to those ponderous philosophical arguments. The program may collapse under its own weight and the government may be forced to rely on fiscal and monetary policies, which are the only weapons ultimately capable of taming inflation, anyway. 

Collective bargaining under the guidelines

by Donald Houck

More than six months have passed since the anti-inflation guidelines became a fact of life in Canada — and, in labour relations at least, only now is the shell-shock fading.

The Canadian Labour Congress and union presidents talk a lot about rejecting the guidelines, but, with the exception of Quebec, where unions are more socially and politically oriented than in the rest of Canada, civil disobedience has not occurred and, in my view, will not occur.

What may we anticipate for the future, and what are some of the policy initiatives management should consider in the context of labour relations under the AIB guidelines?

In current labour-relations practice, a typical union representative's attitude at the bargaining table reflects acceptance of the fact that the Anti-Inflation Board does exist and constitutes the central fact in bargaining. Because of the uncertainties surrounding the guidelines and some of the variables built into the regulations, this representative is likely now to propose a one-year agreement, with heavy emphasis on wage increases at the expense of fringe-benefit improvements. He is likely to propose that increases clearly above the maximum permissible percentage increase be "taken to the board" on the fuzzy basis that the board might rule such increases to be appropriate, and without any reference to the specific bases under which special consideration may be granted by the board.

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Hodgkiss



Management, for its part, is struggling to get the data required by the regulations and do the complex calculations to determine the maximum permissible percentage. Management often feels caught between the legal requirements of the AIB and the desire to avoid a strike. There is an uneasiness in many situations about the effect the guidelines will have on the organization's ability to meet its manpower needs over the three-year restraint period.

The most important labour-relations fallout of the guidelines, however, is neither the reaction of unions nor of management, but rather that of the public at large. It appears that the announcement of wage curbs by Prime Minister Pierre Trudeau was the catalyst that transformed a general public uneasiness and concern about public-sector strikes into a sharp and sometimes vicious antipathy toward unions and employees who engage in such strikes. The message is coming through loud and clear to government at all levels that the public is quite prepared to accept inconvenience and indeed sacrifice as an alternative to settling strikes on the basis proposed by unions.

There is hope, then, that public-sector settlements, which have been

major villains in the inflationary settlements of the past, may now lead us to the necessary lower ground.

The past six months have been very difficult in labour relations, very confused in many ways but with some encouraging signs of an acceptance of restraint.

In my view, there will be an increasing acceptance by unions within three to six months that the calculated maximum permissible percentage is indeed "the pot" in terms of monetary increases, and that the AIB is most unlikely to grant special consideration. On this basis, the parties might just as well move on to negotiate whether the full amount is available, what the elements of "the pot" will be and what nonmonetary matters may be important.

As this happens, unions will seek new ways to justify their existence. These are likely to include a new emphasis on nonmonetary improvements and working conditions, with considerable emphasis on fashionable safety and health issues. As a part of this new emphasis, there will probably be more activity by unions during the term of the collective agreement in contract interpretation, safety and health committees, and in processing grievances.

As the situation stabilizes, management, for its part, will increasingly press for longer-term agreements and, depending on the economic circumstances, challenge more

seriously the proposition that the maximum permissible under guidelines in effect becomes the minimum settlement.

Lest these comments about the future seem unduly optimistic, it is perhaps appropriate to place any progress under the guidelines in the context of a longer-term labour-relations concern, which is one of the principal reasons for the guidelines.

We all know that for more than two years, as a major exporting nation, 60 to 70 per cent of whose exports go to the U.S., we have been concerned about our wage settlements and productivity vis-à-vis the U.S. It can be said that we have made some progress in moderating our rate of consumer-price increase and the rates of average wage increase that tend to follow. Even though the guidelines have had little opportunity to contribute to this improvement it is a fact that our rate of price inflation, after peaking at 12.4 per cent in December 1974, is now in the 9.5 range and that average annual wage settlements moved down from 18.5 per cent in second-quarter 1975 to 14.3 per cent in fourth-quarter 1975.

But how much further must we go to place ourselves on a competitive footing with the U.S.? Even if one assumes the guidelines' "normal increase" is fully met for 1976, the average increase in wage settlements would be 10 per cent — still significantly higher than the U.S. 1975 average increase of 7.8 per cent — while our price increases are still almost 50 per cent higher than the latest U.S. rate.

One would therefore, characterize the likely impact of the guidelines as real progress relative to our own past performance, but leaving us with a significant shortfall in competing with U.S. productivity rates.

American labour faced similar competitive problems a couple of years ago and has made a real contribution to the current resurgent U.S. economy. In contrast, from all appearances, Canadian union leaders have contented themselves to date with echoing Samuel Gompers' cries for "more", and then attacking the policy made necessary by such attitudes.

The guidelines appear to allow for some significant improvement in the labour-relations climate, but they do fall significantly short of a full solution. What should management be doing in this presumed period of relative calm in labour relations?

Throughout the guideline period, management will continually be tempted to "hide behind" the guidelines and make them, rather than management, the villains in any bargaining situation. But management should resist this temptation at the bargaining table. After all, while each of us might quarrel with one or another aspect of the government's guidelines, or the very concept of the guidelines, we can have no real doubt that we could not have continued along the course that lay before us last year. Something had to be done — and the government has done something. Now that action has been taken, the prosperity of our country depends on as broad support as possible for the principles of the legislation.

In the long run, management and labour must return to the realistic give-and-take at the bargaining table that characterized labour relations not so many years ago.


The current situation makes it appropriate for management to undertake a thorough review of all benefits that constitute costs to the organization and, as appropriate, propose a realignment of priorities to ensure "more bang to the buck" in terms of cost to

management and benefit to the employee.

Over the years, while these items have always been emphasized by management as "part of the package," they have often become add-on-items. The current regulations provide us with an opportunity to at least educate our employees in the cost of these fringes and perhaps to suggest elimination of items that may be costly frills.

One area that should be re-examined is cost of living clauses. It may be timely to suggest a suspension or deletion of such clauses because they are cumbersome to include in the costing of permissible maximums, and, because of the nature of the calculations, they are not as valuable to the employee as are the traditional general wage increases at a particular time.

If the guidelines work, the single most contentious part of negotiations, the so-called monetary package, will be significantly downgraded. It would be my hope that this hiatus could be used by labour and management to lessen their traditional attitudes of confrontation at the bargaining table. Perhaps the parties can learn to talk to each other, rather than talk at each other. While one may be cynical of the chances of success, management must make a major effort over these three years to better understand and work with organized labour and its own employees.

Only if such an effort is made and is successful can we have some reason to hope that our destinies will cease to be governed by a third party. When a return to free collective bargaining does occur, the result would be a reasonable balance between the legitimate desires of employees and the absolute necessity to compete in our global village. 

Time for transition

by George Sanderson

Should Canadian workers rejoice over having raised their incomes to virtual equality with those in the United States? "No", according to a study by economists Judith Maxwell and Barbara Goldman of the C.D. Howe Research Institute in Montreal. They believe that Canada should try to bring its wages back to levels well below those in the U.S. until industrial efficiency justifies American-level incomes.

Maxwell and Goldman calculate that Canada's unit labour costs in manufacturing (output per man-hour divided by wages per man-hour) have increased by 17.3 per cent more than U.S. costs since 1969, while average productivity of Canadians (output per worker) has remained below the American level. Because wage costs are only part of the total cost of doing business, the authors also calculate the impact on overall production costs in manufacturing. In this case, costs in Canada have risen by at least 4 per cent more than those in the U.S.

A change of this size in comparative costs could be disastrous for Canada, which must compete with the U.S. over a broad range of goods. Although the damage so far to Canada's trade performance has been modest, "this is no time to be complacent," the authors warn. "Competitive pressures will intensify, and the damage to profits and employment could be severe."

In 1975, Canada's current account deficit was a record \$5.07 billion,

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including an \$800 million loss in international merchandise trade.

Ideally, the C.D. Howe study suggests, Canada should be looking for ways to restore the more favourable unit-cost position of the 1960s. The immediate challenge, however, is to stabilize costs, and the federal government's wage and price controls are a first step in this direction. They provide "a valuable breathing space during which the fundamental sources of the cost pressures can be attacked."

But "the only way to return to the more favourable cost position of the past will be to improve productivity — either through efforts to restructure individual firms or through a general reduction in trade barriers." This would provide firms with a stimulus for specialization and economies of scale that they "do not have in the present protective framework... The pay-off from trade liberalization is greater efficiency."

"...the only way to return to the more favourable cost position of the past will be to improve productivity..."

This view is shared by the Canadian Economic Policy Committee, which in a recent statement called for a halt to "the perpetuation and encouragement of production that is unable to earn competitive returns in the absence of protection and subsidies, and this clearly includes some regional economic incentives."

Maxwell and Goldman suggest that if free trade initiatives recommended by the Economic Council of Canada (LG, Nov., p. 804) prove unsuccessful, the Canadian government should seriously consider unilateral elimination of tariffs. Canada was able to afford industrial inefficiency in the past because its wage rates averaged less than those in the U.S. Now that the wage gap has been closed — and Canadian wages top U.S. levels in some key industries — "the point has been reached where Canada has to undertake an urgent review of its long attachment to protection."

The Maxwell-Goldman analysis of the vanishing Canada-U.S. wage gap is part of a recent economic policy review from the C.D. Howe Institute. Earlier in the review, author Judith Maxwell aptly points out that the solution to Canada's economic ills "is not a simple matter of turning the dials on fiscal and monetary policies to the correct setting and waiting for stable economic conditions to emerge."

Among the obstacles to economic recovery are "excessive expectations and bitter disagreements over shares of the national income..."

Each group [in Canada's adversary system] is so embattled by its own problems that it fails to see that the others also are troubled. Thus the tradition of consultation and compromise that has characterized the Canadian economic system has been disrupted..."

Maxwell contends that Canadians have been encouraged to adopt a "deep-seated complacency" about their economic prospects, even though that complacency is "not at all justified." The review is to explain why that complacency is ill-founded and to make "constructive suggestions about how the country can begin to unwind inflation and recession."

The real cures for inflation ...will lie in appropriate monetary, fiscal and energy policies...

Maxwell believes the target for real economic growth in 1976 should be 5 to 5.5 per cent. This would generate productivity gains that "should be translated into a declaration in the rate of price increase," because the anti-inflation guidelines, require firms to pass the benefits of enhanced efficiency along to the consumer. It would also improve the employment picture.

Replying to attacks on the government's incomes policy, she says: "In the absence of any spirit of co-operation, the Anti Inflation Board is the only possible means by which Canada can establish a more sensible framework for wage and price decision-making." The Board is not in itself a cure for inflation, but simply a way of cooling expectations and buying time until some of the fundamental causes of inflation can be tackled.

Productivity and Compensation Trends in Manufacturing in United States and Canada, Selected Periods (in national currency)

	Average Annual Percentage Change ^a			
	1953-63	1964-69	1970-74	1964-74
Productivity — output per man-hour: ^b				
United States	2.9	3.0	3.8	3.4
Canada	4.2	4.5	2.7	3.7
Average hourly earnings:				
United States	3.7	4.4	6.6	5.4
Canada	3.7	6.2	9.4	7.6
Compensation per man-hour: ^c				
United States	4.5	5.0	7.2	6.0
Canada	4.5	6.5	8.0	7.2
Unit labour costs: ^d				
United States	1.6	2.0	3.4	2.6
Canada	.3	1.9	5.1	3.4

^a 1953-63 is an eleven-year average; 1964-69 is a six-year average; 1970-74 is a five-year average; and 1964-74 is an eleven-year average.

^b Productivity is calculated by dividing real output by man-hours for all employed persons in manufacturing. Productivity growth indicates to what extent the economy can support wage increases without resulting in rising prices. From 1953 to 1963, Canadian productivity in the manufacturing sector increased at a faster rate than that of the United States. Since earnings in the manufacturing sector from 1953 to 1963 increased at the same rate in both countries, unit labour costs rose faster in the United States than in Canada. From 1964 to 1969, Canadian productivity continued to outpace that of the United States, but these gains were not large enough to offset the rapid increases in labour compensation in Canada during this period. After 1969 this trend in productivity growth reversed, and U.S. productivity increased at a slightly faster rate than Canadian productivity, while Canadian earnings increased at a much faster pace. This resulted in Canadian unit labour costs outpacing U.S. costs, especially in 1974. Consequently, there was a significant deterioration of Canada's relative cost position in the manufacturing sector.

^c Labour compensation per man-hour includes all payments in cash or in kind by domestic producers to persons employed as remuneration for work — including wages, salaries, and supplementary income of paid workers — plus an imputed income for self-employed workers.

^d Unit labour cost is the ratio of labour compensation to real output or the ratio of labour compensation per man-hour to output per man-hour (that is, productivity). It is a measure of the cost of labour per unit of real output. Therefore, unit costs will increase if compensation increases at a faster rate than productivity.

Source: *Policy Review and Outlook*, 1976, C.D. Howe Research Institute, Montreal, 1976.

Although the complexity and proposed duration of the controls — three years — seem unnecessary, Maxwell stresses that "there is little point in arguing" about their nature. The key problem is how to make them work.

The real cures for inflation, however, will lie in appropriate monetary, fiscal and energy policies, and in the way our institutions react to the changing economic environment.

She suggests a number of specific policy measures designed to put the economy back on the rails:

1. Controlled increases in government spending this year to aid the economic recovery. "The economy is in no shape to absorb the shock of radical spending cuts in 1976."

Meanwhile, governments should begin a serious effort to reconcile their spending plans with the resources available in the economy, now and in the future. An important element in this effort "will be to upgrade the financial control systems and alter the policy planning process in the federal government."

Trends in Unit Wage Costs in Manufacturing, United States and Canada, 1969-75
(1969 = 100)

	Unit Labour Cost in National Currency		Index of Differential ^a	Unit Labour Cost in Canadian Dollars ^b		Index of Differential ^a
	U.S. (1)	Canada (2)		U.S. (4)	Canada (5)	
1969	100.0	100.0	100.0	100.0	100.0	100.0
1970	106.7	106.1	100.6	103.5	106.1	97.6
1971	106.7	106.4	100.3	100.1	106.4	94.1
1972	106.6	110.2	96.7	98.1	110.2	89.0
1973	108.1	115.5	93.6	100.3	115.5	86.8
1974	117.4	128.9	91.1	106.6	128.9	82.7
1975 ^c	134.7	151.5	88.9	127.1	151.5	83.9

Change in differential (percentages)

1969-74	8.9	17.3
1969-75	11.1	16.1

^a Unit labour cost of U.S. manufacturing sector divided by that of Canada and multiplied by 100. If differential is greater than 100, U.S. labour costs have increased faster than those in Canada; if less than 100, the opposite is the case.

^b This is the index of unit labour cost multiplied by the exchange rate, expressed in Canadian cents per U.S. dollar.

^c The 1975 figure is based on preliminary data for the first half of 1975. The percentage change of unit labour costs from the first half of 1974 to the first half of 1975 is applied to the published series from the BLS.

Source: *Policy Review and Outlook*, 1976, C.D. Howe Research Institute, Montreal, 1976.

The longer-range objective of spending control requires:

- a more rigorous financial control system;
- a serious search by policy planners for ways of saving as well as spending money;
- a major review of existing programs with a view to weeding out those that are obsolete, rationalizing those that are wasteful, and consolidating those that have similar purposes;
- five-year projections of spending commitments for each program;
- a careful distinction in published spending estimates between spending required to fulfill existing commitments and spending required to improve or extend the level of service.

2. The Bank of Canada should gradually restore a better balance between growth in the money supply and growth in the volume of transactions in the economy, even if it

means higher interest rates. The appropriate range of growth in the money supply would be 10 to 15 per cent in the early stages of the economic recovery.

3. Federal and provincial deficits should be constrained to avoid any disruption in the Bank's gradual tightening of money supply growth.

4. Canada's domestic oil price should rise to world levels this year to encourage conservation and development in a country that is now a net importer of oil. A second-best solution would be steady increments in the price on a quarterly basis. Cuts in provincial sales taxes would compensate for higher oil prices. Failing that, Maxwell proposes cuts in federal personal income tax.

Above all, what is needed is a sense of national purpose and a willingness by Canadians to face up to reality

Above all, what is needed is a sense of national purpose and a willingness by Canadians to face up to reality. Canada is entering a period of economic development in which the risks will be higher and the competition tougher than in the 1960s and early '70s. Failure to adjust to these changing circumstances could spell a decline in living standards.

Maxwell concludes that there is no easy way out of Canada's economic problems and no single scapegoat on which to pin the blame. She urges an end to the search for a culprit, and a change in the tone of the current policy debate. Solutions can be found within the existing institutional framework, but they "will require both restraint and statesmanship on the part of leaders in all sectors... Governments must become more efficient and more disciplined, business must take a more constructive attitude toward solving its own problems, and labour must make a serious effort to participate in the policy debate in a constructive fashion."

A statement from the Canadian Economic Policy Committee

Inflation is the outcome of "inappropriate government policies" and "excessive expectations on the part of the public" says a recent statement from the Canadian Economic Policy Committee.

While the committee's members are divided on the wisdom and fairness of wage and price controls, they are unanimous in demanding that controls be removed in "the shortest possible period of time."

The committee's policy statement notes: "With national productivity (measured in terms of GNP per person employed) expected to improve by no more than 2 per cent annually on a sustained basis, expectations that incomes for large segments of the economy can grow significantly more than 2 per cent each year are incompatible with reasonable price stability."

Furthermore, "when certain prices rise because of higher real costs of supply, as in the case of energy, it is impossible to compensate all consumers fully for the impact of inflation as reflected in the Consumer Price Index..."

The committee, which is sponsored by the C.D. Howe Research Institute, comprises representatives of corporations and labour unions.

It maintains that leadership in reconciling public expectations and

economic potential must be provided by government.

The committee proposes that money supply growth be kept in the 10 to 15 per cent range in 1976 and that all levels of government curb their spending.

It notes that in recent years, government expenditure has been growing at a rate several times faster than the growth rate of real output.

"Expectations in the private sector have been fueled by the government's introduction of pension schemes for its employees that are much more generous than can be afforded by the economy, and of salaries for some categories of employees that exceed salaries paid by good employers for comparable responsibilities in the private sector."

The committee proposes that statutory expenditures be re-examined. The users of statutory programs who are above a certain level of income "should bear directly a portion of the cost of services provided." Moreover, "the principle of universality must be applied with far more caution in government social programs."


The benefits of government spending restraint should be passed along in the form of tax cuts, the committee suggests. In its opinion,

this would be the most effective anti-inflation measure.

Its proposals for structural changes in government policy include: a lowering of import barriers, reduced government subsidies, and strict limits on "discretionary" government action in the private sector.

The committee "supports government initiatives to reduce protection in the private sector, including protection in various forms of subsidies, when inadequate economic performance can be clearly demonstrated."

It believes the federal government has allowed markets to become "distorted" by adding to the problems of shortages in non-residential construction through its own demands; encouraging inefficient production and higher prices, especially in agriculture; and contributing to the energy shortage by failing to provide adequate incentives for the expansion of supply and the restraint of demand.

It suggests that the power of certain groups to extract excessive gains from the economic system be investigated and that government intervene to reduce the causes of that power. The commentary on federal economic policies was reportedly signed by 48 of Canada's senior business leaders but not by any of the committee's labour representatives. 

Federal employees favour conciliation — strike route

Almost two-thirds of federal public servants are in bargaining units that have chosen the conciliation/ strike option over arbitration for settling interest disputes. And a Queen's University study says a major reason is that arbitration hasn't functioned nearly as well as it should have.

"If a system of voluntary arbitration is to retain adherents it must be based on more than the premise that the employee may have some ideological reluctance to strike," says the 62-page report, prepared by L.W.C.S. Barnes, a former president of the Professional Institute of the Public Service of Canada, and L.A. Kelly, assistant director of Queen's industrial relations centre.

The report adds: "It must also ensure that, over-all, the needs and demands of employees are met as effectively under that system as under another." The authors "conclude that this has not been the case."

When the Public Service Staff Relations Act was introduced in 1967, it was assumed that the vast majority of employees would choose voluntary arbitration rather than the right to strike. But since 1970 the trend has been to take the conciliation/ strike route, and one consequence has been a sharp rise in the number of man-days lost through strikes.

Another result has been "rising

concern about the merits of the right to strike for public service employees," the report adds. Yet most discussion of this right has ignored "the extent to which this shift in preferences reflects weaknesses in and dissatisfaction with the arbitration system."

The study cites several factors that, it concludes, have led to dissatisfaction: a "narrow and legalistic" approach to the scope of arbitration compared with the approach followed under conciliation; "failure" of the arbitration tribunal to give the "criteria underlying its awards"; delays in handing down awards — one award for economists took 413 days; employee suspicion that the

"It seems essential that there be a declared policy to widen the scope of arbitration..."

arbitration process, "at times, has not been completely independent of government influence"; and lack of confidence by employees in the data on which the arbitration process is dependent.


The study makes several recommendations to make arbitration function more effectively and become a more attractive option for employees, the first of which is that the range of arbitral matters

be extended. "It seems essential that there be a declared policy to widen the scope of arbitration," the report says. "The range of arbitrable matters should be extended as far as is immediately practicable and there should be consultation with regard to the further extensions necessary to meet the policy objectives."

The authors observe that even in 1972 Prime Minister Trudeau recognized that certain items were not referable to arbitration and said it might be possible to widen its scope "to bring a greater degree of coincidence between bargainable and arbitrable subjects."

The report also recommends that bargaining units be given the opportunity to choose their option — arbitration or the conciliation/ strike route — "at the time of impasse," rather than before bargaining starts, as is now required.

It says also the arbitration tribunal should be required to give reasons for its awards; and that the possibility of eliminating appeals to the federal court should be considered. The authors recommend a review of the role and functions of the federal Pay Research Bureau "with a view to restoring employees' confidence in the validity of the data" placed before the arbitration tribunal.

Without such changes, the authors predict "a continued swing" to the conciliation/ strike option. 

Women unionists demand their share

by Sharleen Bannon

Unions, governments, and the Canadian Labour Congress can expect a renewed and concerted onslaught of wide-ranging demands from Canada's female trade unionists.

An end to all types of discriminatory practices, a request for employer and government-sponsored daycare centres for children, pension benefits equal to those awarded men, paid maternity leave, and across-the-board rather than percentage wage increases in collective agreements, are among the top priorities.

They have already appealed to the Canadian Labour Congress to establish a women's department within its organization and to hold an annual conference for women trade unionists.

This concerted show of solidarity among female unionists, together with a draft declaration on equality of opportunity for women workers and a sheaf of resolutions to the CLC executive committee, emerged from the CLC's first national conference for female trade unionists.

The purpose of the three-day March conference in Ottawa was to provide women trade unionists with an opportunity to discuss CLC policy on women and to participate in workshops and hear speakers on collective bargaining, affirmative

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action, women and the law, and the role of women's committees in unions.

The tone of militancy and anger over society's injustices to women that pervaded the 400-delegate conference was established by the first speaker, Laura Sabia.

She exhorted the delegates to unite with other women to exercise political power to end what she termed the "subliminal seduction" by religion, men, governments, and the media that has deprived women of their rights. "Women are 51 per cent of the population of Canada and we exercise hardly 1 per cent of the power," she lamented.

The only hope she held out for the elimination of the injustices against women was "involving women in every facet of our society — politics, management, unions, and decision-making at all levels."

"Let's admit it, the women's movement is a revolution"

"Let's admit it," she thundered, "the women's movement is a revolution. It's an upheaval of some of the most established, degrading, and inhuman concepts the world's societies have devised."

The long-time advocate of human rights and the chairman of the Ontario council since its establishment in 1973, told the unionists of her despair and frustration after years of waging what she termed a futile fight for reform on behalf of women.

"What legislative changes were made during international women's year to prove the politicians' commitment to equality of the sexes?" she asked. "Precious few" she answered, terming them, "so minuscule, so unimportant, so patronizing, that they are not worth discussing."

"Even the new human rights code is an unmitigated disaster — allowing the politicians, the captains of the business world, the insurance companies, and the pension funds, to discriminate. The Ontario code is no better — it's full of holes and even tells the employer how he can discriminate against women."

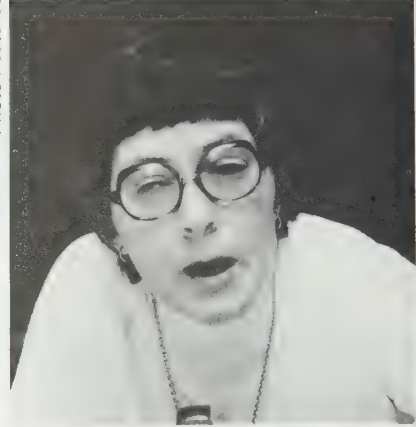
Sabia's most surprising statement caused shock waves to ripple throughout the packed conference room. She announced she would recommend that the Ontario



Sabia: "It always amazes me how quickly politicians put an end to programs that help women."



Zachon: "Male unionists have the same attitudes as other males and women unionists share problems common to all female workers."



Eady: "Where the majority of workers are male, the pay is high, where the majority of workers are female, the pay is low."

government and all other governments abolish status-of-women advisory councils. She accused governments of using the councils merely to pacify those fighting for women's rights while ignoring their advice.

Women must stop depending on useless advisory councils and use real political action instead, she told delegates. Sabia also took a crack at the government's anti-inflation guidelines and accused them of causing programs like daycare, which help women, "to be the first to get the axe."

"It always amazes me how quickly politicians put an end to programs that help women."

The unions did not escape a tongue-lashing, either. Sabia took them to task for not having done enough to narrow the gap between salaries paid men and women. "Male union leaders are often afraid of too many women in the labour force competing for too few jobs, and are afraid to champion women's rights."

Her remarks were greeted with prolonged applause and a standing ovation.

The panelists that succeeded Sabia on the platform during the rest of the conference reinforced many of her views and inspired many delegates to new heights of indignation and outrage over the extent of injustice to women in general and working women in particular.

The contention that "male unionists have the same attitudes as other males and women unionists share problems common to all female workers" was made by Vivian Zachon, a Montreal-based representative of the Office and Professional Employees International Union (OPEIU).

"There are too few women at bargaining tables"

Zachon, who spoke to delegates about women and collective bargaining, urged them to participate in unions in order to get maximum benefits from them. "There are too few women at bargaining tables," she told them, and urged them to elect more

women to bargaining committees. She also urged them to press for such benefits as daycare and paid maternity leave rather than let them be dropped or "traded-off" at the bargaining table.

Zachon charged that women unionists are often discouraged from doing "men's jobs" and are thus often barred from training programs that could put them in higher wage categories.

She also cited evidence that showed lower wages being paid female union members doing the same job as their male counterparts, and charged that this is common practice even in unionized companies.

Mary Eady, director of the women's bureau for the province of Manitoba, supported many of Zachon's contentions and told delegates that despite equal pay laws and human rights Acts, men tend to earn more than women.

"Where the majority of workers are male, the pay is high. Where the majority of workers are female, the pay is low."

She contends that this injustice



Ryan: "Special arrangements purport to be benign or protective towards women, but women almost invariably gain little from them."



Langan: "Until we can work together both as sisters and with our brothers...we must surely be in danger."

stems from the segregated nature of jobs which has no relevance to job skills or the importance of the job being performed. Women union members are better off than those who are unorganized, she admitted, but reiterated that sex stereotypes prevail in unions.

"Apprentices" are usually thought of as men, she pointed out, although women now are eligible for training in most trades.

She urged all workers to ask their employers about career paths within the company to the top jobs. If there are no men or no women doing a particular job, ask "why not?", she urged. Women must take the initiative in seeking better jobs and equal treatment because the vast majority of employers are obviously not doing so on their own.

Economic discrimination against women is one of the greatest inhumanities of our time, Ed Ryan told the unionists.

"Every classification based on sex is inherently suspect and almost every one is arbitrary," the lawyer and consultant to the federal Law Reform Commission warned them.

"Special arrangements purport to be benign or protective toward women, but women almost invariably gain little from them."

He urged the unionists to seek changes in family law, which he said is society's basis for dealing with economic and social relationships. "For anyone concerned with the lack of equality, family law reform is not just *another* issue, it is the *only* issue from which all other changes will follow," he concluded.

"Every classification based on sex is inherently suspect and almost every one is arbitrary"

Joy Langan, chairman of the committee on women's rights for the B.C. Federation of Labour, told delegates that contrary to popular opinion, women have played a "very real, very active, very strong part" in the union movement.

She said she rejects the contention from "our brothers" that "we don't participate."

"We've worked hard for the common good of *all* in our ranks. Unfortunately, the common good of all has most often been the common good of our brothers.

"Attitudes die hard," she warned, "and change in attitudes has to be the hardest battle we're going to fight. Other goals will be to gain the acceptance, recognition, and respect awarded our brothers.

"Our first big goal must be to raise the consciousness of our leaders and we have to do it within the spirit of the solidarity that is sacred to the labour movement."

Langan urged each union local to form a women's committee and to involve women in all facets of union activity as a prerequisite to women gaining their rightful weight of influence within the labour movement.

She rejected any contention that the labour movement isn't doing enough for non-union women, and the suggestion that women's committees in unions should champion non-union women. Langan made it clear that her reasons "are not because I don't believe in organizing unorganized women, but because — if we can't help ourselves, how can we help others?

"If we still have discriminatory language in our contracts, how are we going to improve conditions for other women — much less sell unions to them?

"Until we can work together both as sisters and with our brothers, until we educate ourselves and then integrated ourselves within our unions, we must surely be in danger. We must all work together to make solidarity in the labour movement a fact and not just a dream."

"Our first big goal must be to raise the consciousness of our leaders"

Other women urged their sister unionists to resort to lobbying and stacking meetings if necessary to put forth women's viewpoints.

One delegate pointed out the irony that many collective agreements allow a father the day off with pay when his child is born, but the mother often gets no such benefit from the employer.

Another suggested that collective agreements should provide for three days off with pay for a divorce as a variation on the usual marriage leave.

The conference also included an informative address on legislation for equality in Sweden by May Britt Carlsson, Ombudsman for the Central Organization of Salaried Employees and an adviser to the Swedish prime minister on equality between men and women.

A highlight of the conference banquet was the presentation of a plaque by the CLC "on behalf of the working women of Canada" to Sylva Gelber, retired head of Labour Canada's Women's Bureau and lifelong advocate of human rights. (see p. 182).

The conference concluded with a lively resolution-passing session and the endorsement of a draft document on working women's rights for consideration by the CLC executive committee.

Demands for government and employer-financed daycare, a women's division within the CLC, legislative reform to allow class action in cases of institutional discrimination, an end to discriminatory provisions in collective agreements, and paid maternity leave, were among the subjects of resolutions.

Conference chairman, Shirley Carr, executive vice-president of the CLC, said in an interview that she was pleased with the outcome of the conference. She was pessimistic, however, about the prospects for large-scale government-financed daycare.

"The financial situation of governments and employers is now very bad for the implementation of daycare." She lamented that "every child has a right to daycare, but this right is wiped out by austerity and the Anti-Inflation Board."

On the general issue of women in unions, the CLC's first female executive vice-president said that the major problem is getting union support for women's issues from unions that have few female members. Carr agreed with Langan that it is often difficult to involve women in union activity because of their dual responsibility to home and family.


On the subject of international women's year and women unionists, she said the year was instrumental in drawing attention to women's problems but "unfortunately didn't help bridge the gap between professional and trade union women, even though they share many of the same types of on-the-job discrimination."

Although adamantly against the government's anti-inflation guidelines, and many of its other policies, Carr did express formal thanks to the federal government for a \$3,000 grant which allowed 14 low-income women from across Canada to attend the conference.

The resolutions, women's bill of rights, and conference report now are before the CLC executive committee. This particular conference will go down in history as the first national Canadian conference of feminist unionists with a unified point of view — the culmination of what was started at such smaller regional gatherings as the Toronto Labour Council's

Many collective agreements allow a father the day off with pay when his child is born... but not the mother

Women in the Workforce Conference last May and the Conference for Union Action to End Sexual Discrimination in the Federal Public Service, held by a local of the Public Service Alliance of Canada in Ottawa, last December. The feminists in the trade union movement seem to be making their presence felt as perhaps never before.

Don Montgomery, CLC secretary-treasurer, in the final moments of the Ottawa conference gave the women unionists some almost unnecessary advice: "Go back to where you come from and kick the hell out of those who are giving you a hard time." Even without this exhortation, they probably will, anyway. 

Labour legislation in Canada, 1975

Part 2: human rights

by Cal McKerral

An important development in the field of human rights legislation in Canada during 1975 was the passage in Quebec of the **Charter of Human Rights and Freedoms**.

The first chapter of Part I, under "general provisions," enumerates fundamental rights and freedoms of the individual — namely the right to life and personal security; inviolability; freedom and the possession of juridical personality; the right to assistance; and fundamental freedoms such as freedom of conscience, freedom of expression, and the right to safeguard one's dignity. Respect for one's private life, protection of property, and professional secrecy are included.

Several provisions deal with discrimination based on race, colour, sex, civil status, religion, political convictions, language or ethnic or national origins and social condition. Discriminatory publicity is prohibited, as is discrimination in the making of or the carrying out of any juridical act, excepting the lease of a room in a private dwelling.

Finally, all discrimination is prohibited in the entire job sector, and the principle of equal salary or wages for equivalent work for the same employer is officially recognized. Chapter II enumerates certain political rights — such as the right of petition to the National Assembly and the right to vote or to be a candidate at an election. Chapter III, which deals with judicial rights, says every person has a right to an

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impartial hearing of his case by an independent tribunal. No one may be deprived of this liberty except on grounds recognized and provided for by law.

Similarly, every person arrested or detained has the right to be treated with dignity and respect; to receive separate treatment according to sex, age, and mental or physical condition; to be separated from prisoners serving sentences while awaiting the outcome of a trial; and to be promptly informed of the grounds of arrest, as well as the right to advise the next of kin, to retain counsel and to be brought before a tribunal without delay.

The right to be released on recognizance while awaiting trial and the right to habeas corpus in addition to the presumption of innocence, are recognized, as is the right to services of an interpreter. The non-retroactivity of the law is also a principle recognized in the Charter.

Certain economic and social rights are enumerated and recognized in chapter IV, namely, the right to free public instruction; to establish and maintain private educational establishments; the right for minorities to develop their cultural interest; the right to information; the right for every person to exercise his profession or trade on fair and reasonable conditions; the equality

of husband and wife in marriage, and the right of aged, infirm, and mentally ill persons to protection against all forms of exploitation.

Chapter V includes special provisions on the interpretation and application of laws with regard to the Charter, concerning the right of every person whose fundamental rights are interfered with to claim an indemnity or to obtain an injunction.

Part II of the Charter establishes a "Commission des droits de la personne," the members of which are appointed by the National Assembly. Employees of this commission are not members of the civil service. Their functions are to promote the Charter, to investigate matters within its jurisdiction, analyse existing laws that could be inconsistent with the Charter, and establish a program of research and education in the field of human rights.

The commission will receive any complaint relating to a right recognized in sections 10 to 19 or in the first paragraph of section 48, whether the complaint emanates from an individual or from a group. The commission will then endeavour to bring the parties to an agreement. It may recommend the cessation of the act complained of, or order the payment of an indemnity within a time limit. If the originator of the discriminatory practice does not comply with the recommendation issued by the commission, the commission itself may bring the matter before the courts.

Part III of the Act outlines offences and penalties. Action for contravention of the anti-discrimination, anti-destruction, and anti-reprisal provisions, is to be taken under the Summary Conviction Act. Also, if a corporation commits an offence under the Charter, any officer, director, employee or representative of that corporation who prescribed or authorized the offence, or who consented, acquiesced or participated in it, is deemed to be a party to the offence whether or not the corporation has been prosecuted or found guilty.

The Charter repeals:

- The **Employment Discrimination Act**
- Section 8 of the **Hotels Act** (discrimination in public accommodation)
- Section 46 of the **Manpower Vocational Training and Qualification Act** (discrimination in manpower training)
- Articles 1664i and 1664s of the **Civil Code** (discrimination in terms of leases).

Government officials cannot be forced to divulge what has been revealed to them in the exercise of their functions if a judge is of the opinion that such a disclosure would be contrary to public order.

Sections II (discriminatory publishing, notice, sign, symbol); Section 13 (discriminatory clause in a juridical act), and Section 19 (equal pay) do not apply to life insurance, retirement plans, pension plans, or any other plan or scheme of social benefits when discrimination is founded on actuarial data based on sex or civil status.

Passage of **The Ombudsman Act** in Ontario was another important legislative development in human rights law. The Act provides for the appointment of an Ombudsman. The term of appointment is 10 years,

with the possibility of reappointment for a further term or terms, but with mandatory retirement at 65.

The Ombudsman is removable from office at any time for cause by the lieutenant-governor in council on the address of the assembly. Provision is made for the appointment of a temporary Ombudsman — for not more than six months — in case of death, resignation, or other reason which prevents the performance of duties.

It is the function of the Ombudsman to investigate any decision, recommendation, or act — performed or omitted — in the course of administering a governmental organization, which affects any person or group. The Act does not apply, however, to judges or the functions of any court, or to deliberations and proceedings of the Executive Council or any committee thereof.

Certain types of matters are not reviewable by the Ombudsman. These are any decision, recommendation, act or omission:

- in respect of which there is — under any Act — a right of appeal or objection, or a right to apply for a hearing or review on the merit of the case to any court, or to any tribunal constituted by or under any Act until that right of appeal or objection or application has been exercised in the particular case, or until after the time for the exercise of that right has expired;
- of any person acting as legal advisor to the Crown or acting as counsel to the Crown in relation to any proceedings.

Application may be made to the Supreme Court for a declaratory order determining a question of the Ombudsman's right to investigate any case or class of cases.

Complaints to the Ombudsman must be made in writing, and any complaint written by an inmate of a provincial correctional institution or training school, or a patient in a provincial psychiatric facility, must be immediately forwarded, unopened, to the Ombudsman by the person in charge of the institution, training school or facility.

The Ombudsman has the discretion to refuse to investigate a matter if he judges that any such investigation is unnecessary, or that under existing law or administrative practice there is an adequate remedy for the complainant, whether or not he has availed himself of it.

Investigation or further investigation may also not be made for other reasons, at the Ombudsman's discretion. Such reasons could be triviality of subject matter, frivolity or vexatiousness of complaint, or lack of sufficient personal interest of the complainant in the subject matter of the complaint.

The Ombudsman may make such inquiries as he deems fit in order to obtain information, and may hold hearings. If it appears to the Ombudsman, that during an investigation, a report or recommendation adversely affecting any governmental organization or person might result, the Ombudsman must give that organization or person an opportunity to make representations respecting the adverse report or recommendation, either personally or through counsel.

The Ombudsman has the power to require any member of any governmental organization to furnish information and documents pertinent to an investigation, and may summon before him and examine under oath any complainant, member of a governmental organization, or any other person.

Where the Attorney General certifies that the giving of any information might interfere with the investigation or detection of offences, or disclose deliberations or proceedings of the Executive Council or a committee thereof, the Ombudsman does not have the right to such information. This rule does not apply where the withholding of any information would be injurious to the public interest. The Act does not state who decides what constitutes that which is "injurious to the public interest."

The Ombudsman can initiate remedial action where he finds that a decision, recommendation, act or omission which has been — or appears to have been — contrary to law, unreasonably unjust, oppressive, improperly discriminatory, based in whole or in part on a mistake of law or fact, wrong, or where discretionary powers had been improperly used.

When the Ombudsman is of the opinion that remedial action should be taken, he must report his opinions and reasons to the appropriate governmental organization. He may also request notification within a specified time, of the steps that the governmental organization plans to take on his recommendations.

Where the Ombudsman deems that no appropriate action is being taken, he may send a copy of his report and recommendations to the Premier and thereafter to the Assembly.

The only ground upon which any proceedings or decision of the Ombudsman can be questioned, reviewed, or quashed in any court, is lack of jurisdiction. Also, no proceedings lie against the Ombudsman or persons holding office or appointment under him, for his exercise or intended exercise of functions under the Ombudsman

Act, unless it is shown that he acted in bad faith.

After having given proper notice, the Ombudsman may enter the premises of any governmental organization for purposes of any investigation within his jurisdiction, except when the Attorney General prevents such entry in the public interest. The Ombudsman may in turn, however, have denial of entry set aside by the High Court.

Penalties for obstruction, hindering or resisting the Ombudsman or any other person in the performance of his functions under the Act, for failing to comply with any lawful requirement, or for making false or misleading statements are — on summary conviction — a maximum \$500 fine or a maximum three months imprisonment, or both.

Another major development during 1975 was the new **Human Rights Act** in **Prince Edward Island**.

The new Act extends the grounds prohibiting discrimination. Now, the term "discrimination" throughout the Act means discrimination in relation to the race, religion, creed, colour, sex, marital status, ethnic or national origin, or political belief of any individual or class of individuals.

Previously, anti-discrimination provisions existed on grounds of race, religion, religious creed, and ethnic or national origin. Sex discrimination prohibitions existed only in the area of equal pay.

Another important expansion in the anti-discrimination provisions is the addition of age — 18 to 65 years — and physical handicap as prohibited grounds for discrimination in employment and employment-related areas such as equal pay, union membership, trade or professional association membership and agencies — including ones using volunteers — that carry out a public function.


The Act provides for the establishment of a three-member human rights commission. The commission is responsible for the administration and enforcement of the Act, and for the development of a program of public information and education in the field of human rights.

In the specific area of equal pay, **Manitoba** added Part IV, "Equal Pay" to its **Employment Standards Act**. The amendment repeals the **Equal Pay Act**.

The new provision prohibits employers or persons acting on their behalf from paying employees of one sex wages on a scale different from that paid to employees of the other sex in the same establishment, if the work required and performed by employees of each sex is the same or substantially the same.

The "same" work means jobs, duties, responsibilities or services that are "the same or substantially the same kind or quality and are substantially equal in amount." A difference between wage scales for males and females does not constitute a failure to comply with the provisions of the Act if the difference is based on any factor other than sex that, in the opinion of the Labour Relations Board or Wages Board would normally justify the difference.

The acceptance by an employee of wages on a scale contrary to the Act is not deemed to be a defence to an action by an employee to recover wages on a different scale, a bar to the laying of a complaint under the Act, or a defence to a prosecution under the Act.

The provisions prohibit discrimination by an employer against an employee because the employee has made a complaint or given evidence under the Act. Collective agreements must not establish wage scales that are forbidden by the Act. 

New goals for unions

In a recent speech, management consultant Donald Houck, a partner in Currie, Coopers and Lybrand Ltd., predicted that "unions will seek new ways to justify their existence." (See p. 194).

He claimed that, despite the anti-control rhetoric of union leaders, most of their negotiators have "accepted the fact that the Anti-Inflation Board does exist and constitutes the central fact in bargaining." This is reflected in the trend toward settlements that fall within the guidelines.

Even such vocally militant unions as the United Electrical Workers (UEW) and the Canadian Union of Public Employees (CUPE) are signing settlements for 12 per cent and less. The UEW recently had to be content with 11 per cent from Canadian General Electric when the majority of members ignored their leaders' plea to reject it.

CUPE's two big municipal groups in Toronto, Locals 43 and 79, recently settled for a 12 per cent raise, following the lead of CUPE locals in Hamilton and Sudbury, which had previously bowed to the legislation. The Metro Toronto settlement was approved by the members despite the national union's strong stand against the controls, and despite the locals' original demand for a 24 per cent increase.

Houck recognizes, as does anyone with labour relations experience, that the restraints imposed on the unions' bargaining rights undermine their value to their members. He

foresees "a new emphasis on safety and health issues."

He is probably right. But health and safety, though important, do not in themselves offer sufficient scope for unions to offset their impotence on monetary issues. If the labour movement is to be stuck with an arbitrated system of income distribution for another two and a half years, it will need to find other ways of justifying its existence to its members.

A seemingly obvious area — one that has hardly been touched in Canada — is the concept loosely described as "industrial democracy." If unions are prevented from winning more pay for workers, why not concentrate on making their working environment more pleasant, their jobs less onerous? Why not give workers some voice in managerial decision-making?

One of Canada's most prestigious labour adjudicators, Senator H. Carl Goldenberg, reflected on the need for humanizing work in a recent speech to the Canadian Club in Montreal. Job boredom, he declared, "is a major cause of absenteeism, alcoholism and high labour turnover," and "tends to alienate the younger and better educated workers of today."

Senator Goldenberg referred to the few enlightened employers who are experimenting with such innovations as "group assembly, which provides each worker in a group with a greater variety of tasks and more opportunity to use his skills."

He said that employers and unions

should co-operate in such ventures, pointing out that the psychological causes of conflict could be reduced by making work more interesting and challenging.

Unfortunately, most Canadian union leaders are so wedded to the adversary system of labour relations that they consider industrial democracy to be as great a threat as wage controls. For it is based on the kind of co-operation with management — and even, in its more advanced form, on a sharing of management — that would undermine the adversarial approach.

This all-out commitment to the private enterprise version of "free collective bargaining" has backed labour leaders into a corner. By refusing to explore the possibility of adapting to a system of industrial democracy, they are making themselves and their unions more narrowly specialized, and more vulnerable to the winds of change now blowing in other industrialized countries.

In most of the European countries, initiatives have been taken — both through legislation and in straight union-management negotiations — to extend worker participation in matters previously considered exclusively managerial. These range from job design and productive techniques to representation on boards of directors.

The New York Times, which recently surveyed such developments in Europe, reports that "most ventures of this kind receive wide applause as healthy steps toward increased industrial democracy in a period when a

younger, better-educated work force is challenging many of the authoritarian premises of top-down industrial rule."

The most progress toward greater worker involvement in decision-making is being made in Sweden. A government bill "Democracy at Work," is now before the Swedish parliament. It empowers unions to demand contract clauses establishing joint responsibility for corporate decisions on investments, plan location, and even products.

The unions in Europe have not lost their viability, or their value to the membership, by embracing industrial democracy and striving to implement it at the plant level. They have, on the contrary, enhanced and broadened the range of benefits they can offer workers.

This is in sharp contrast to the attitude of Canadian union leaders, who have narrowly confined their objectives to those that can be obtained through "free" collective bargaining — even though bargaining is no longer free.

Ed Finn
in *The Toronto Star*

AIB hasn't killed collective bargaining

Labour relations pundits are now suggesting that free collective bargaining is dead or dying because of the federal government's legislative restraints on wage and price increases.

The pundits are also suggesting the roles of the traditional middlemen — the mediators, conciliators and arbitrators — are dead as well because of the controls.

They say the negotiators can't engage in the great art of high-powered bargaining — making proposals and counter proposals, trading off one thing for another — with the government's Anti-Inflation Board waiting down the road to roll back the settlement.

It is burlesque, the argument goes, to try to negotiate a money package, or accept a middleman to do the job for you, for the very same reason.

In the East it's reported that Canada's renowned industrial relations adjudicator, Senator Carl Goldenberg, won't accept any assignments because he knows the Anti-Inflation program would reduce his job to play-acting.

In the West, B.C.'s widely-known consultant, Clive McKee, has wound up a food industry settlement with word that collective bargaining, as he knew it, has ceased to exist.

This is labour's side of the story, now aided and abetted by McKee. The employers don't go along with it and neither does the government which brought in the controls.

So we have labour standing up against the employers and the government, which is nothing new.

What is new, is that the funeral procession is being brought out by the labour executives as part of their campaign in public to discredit the controls program and topple it before the three-year term is over.

It doesn't seem to matter that Labour Minister John Munro says bargaining demands "now on the table across the country indicate that collective bargaining is alive and well."

Or that Beryl Plumptre, vice-chairman of the Anti-Inflation Board,

says collective bargaining won't die "because you can still bargain within the controls."

In fact, Plumptre says in a Vancouver interview, "We are trying to give a bit more than we should give in the first year when a degree of equity is required in specific negotiations." In other words the board has room to manoeuvre....

What the unions are doing publicly to discredit the controls does not seem to jibe with what they're doing behind the closed doors of the bargaining room.

The developing experience in B.C. seems to find the employers and unions bargaining collectively above the guidelines — well above, in some cases — and then making a submission together to the Anti-Inflation Board to justify their actions.

They don't seem to be paying too much attention to the advice of their central labour or management bodies. The unions, for example, are not refusing to join with the employers to get a contract approved by the board. And the individual employers are not refusing to negotiate a contract above the guidelines that would be inflationary.

As time marches on, and the labour-management groups overcome the perplexities of the paperwork required by the controls program, it might well be that they'll bargain as if controls did not exist.

So long as the bargainers show some reasonable restraint there's a chance their contracts will get by the Anti-Inflation Board. After all it's a restraint program, not yet a freeze.

If the board finally does more than reassure people it will be tough

with controls over prices and profits, as well as salaries and wages, then the program might survive three years and collective bargaining with it.

It might win the war against two-digit inflation, which is what it's all about.

George Dobie
in *The Sun*, Vancouver

Strikes-do-pay philosophy

In 1967, the great bulk of federal civil servants were given the right to strike. They could choose, before the opening of negotiations, to take the path that could end in binding arbitration, or that path that could end in a strike. It was believed that most would settle for binding arbitration.

A Queen's University study by L.W.C.S. Barnes and L.A. Kelly of the Industrial Relations Centre, has shown that this has increasingly ceased to be true. (See p. 200). Initially, the vast majority of civil servants opted for arbitration. But a lot of them quickly changed their minds, particularly during 1974. Now, nearly two thirds have chosen the course that can end in strike.

And they have been striking. In the fiscal year of 1973-74, 840 man-days were lost as a result of strikes in the federal public service. By the fiscal year of 1974-75, that had climbed to 84,130 man-days; and that did not include days lost by the postal strike.

"There does appear to be a 'strikes-do-pay' philosophy in Canada," the authors note, "which may have gained easy acceptance in the federal public service because of an impression that the Government is anxious to avoid strikes by

high-profile groups and that the threat of a strike, even by a weak group, may cause political concern."

We have Prime Minister Pierre Trudeau's own words to prove that government has been yielding more readily to excessive pay demands than has the private sector. "In the first half of this year," he said in his late-December interview on the economy, "public sector salaries have grown by something like 22 per cent as against 14 per cent in the private sector because in the private sector there's a limit. It's called bankruptcy."

The people of Canada are slow to anger, but when they do finally reach a certain point of rage they can demand changes their political leaders cannot resist and retain power. Almost certainly, they are building to such a point of rage with regard to strikes in the public sector.

They object to endless strikes which deny them public services — at the federal, provincial and municipal level. They object to being used as pawns to win for public servants higher wages than they (the paymasters) can win. They object to public servants, who have always had far greater security of employment than private sector workers, now moving ahead on the pay scale as well. Are these to have job security and the highest pay, while those who pay them — the taxpayers — live on lower pay and at constant risk of losing their jobs?

But it won't solve the problem to withdraw the right to strike from public sector workers, unless at the same time they are assured of justice in dealing with their employers. Without such a guarantee they would strike illegally.

There has been some research, and there needs to be a great deal more,

into the means of reaching settlements without strikes. Mr. Trudeau has suggested that essential public sector workers be indexed to "the industrial wage of the rest of society." But the indexing would have to include more than wages. In some things — pensions, for example — public workers are already more generously treated than private workers; but in others they fall behind.

Governments — with the provinces working with Ottawa — should be consulting labour and business and drafting a variety of structures for binding arbitration that would be fair.

If they delay, they will only ensure future bitterness, chaos and a possible breakdown of respect for the law. Strikes in the public sector are going to be outlawed, because the electorate will demand it. Canada should be putting itself in a position to replace strikes with other machinery to produce settlements that will be seen as just.

Editorial in *The Globe and Mail*

Economy needs more female participation in the labour force

A rather interesting conclusion on the role of working women in the economy is contained in the Economic Council of Canada's 12th annual review.

This is the Council's finding that Canada could maintain its relatively high rate of recent growth into the 1980s if the participation rate of women in the labour force were to continue to increase at the same rate as in the last few years.

Without more participation by women or a tripling of the current

level of immigration (or some combination of the two), Canada's potential economic growth rate will fall to about four per cent from about five per cent during the 1960s and '70s, the council says.

Slower growth inevitably means a slower improvement in the standard of living....

No one appears to take seriously either of the options of maintaining growth.

Nor has anyone pointed out that the council is implicitly overturning a traditional quasi-economic argument often used against women working outside the home — that by doing so they are taking jobs away from men, rather than contributing to the economy.

Of course, there would be some problems with relying on more women working to maintain growth. The number of women in the labour force can only be increased by a finite amount, and the increase in participation rates is likely to be a one-shot or at least short-term affair.

The council itself points out that "the question remains whether we can modify participation rates in the desired way. We still lack a clear understanding of the motivations of economic agents, and the effects of intervention are felt only slowly."

But given that currently only about 40 per cent of Canadian women are in the labour force, compared with 45 per cent in the U.S., 59 per cent in Sweden, and 52 per cent in the U.K., it doesn't seem it would be all that difficult to increase female participation rates.

The service sector, which traditionally employs a high percentage of females, is expected to account for most of the employment growth in the next decade. Thus

it would be relatively easy for employers to increase female employment without upsetting too many sexist stereotypes.

Almost any woman could give the government a list of policies which would encourage female participation in the workforce. Among these would be adequate and subsidized child care, equal pay for equal work, real opportunity for promotion, an end to sex-stereotyping of occupations, and better education.

June Menzies, a Winnipeg economist and vice-chairman of the Advisory Council on the Status of Women, says the most important contribution to increasing women's participation in the labour force would be the provision of adequate child-care facilities.

She points to a U.S. study for the department of labor made in 1970 which showed that one child costs a woman 10 years of lost labour force participation on the average, and each additional child costs several more years.

The second most important determinant of participation after children is the woman's educational level, Menzies said. Canadian women are still on the whole less well educated than men. This is particularly true of higher education, where the percentage of women decreases as the level of education beyond high school increases. But it is also true that the better educated the woman, the better the chance she will work.

The changes needed to encourage more women to work can't be made overnight. But child care is one critical area where changes could have a considerable effect by the early 1980s. Equal opportunity and affirmative action legislation might also boost the

percentage of women working rather quickly.

Maybe Canadian society isn't ready for these changes. Maybe it is considered more important to keep Canadian women in their traditional position in the home than to enjoy the benefits of high economic growth. Or maybe slower growth will be considered desirable for other reasons.

But if there are no policy changes to encourage more women to work, or to encourage more immigration, Canadians should realize that by doing nothing they are opting for slower growth.

Margaret Piton
in *The Journal*, Ottawa

Backlash against jobless

When the economy sours and unemployment begins to rise, the initial public response is one of sympathy for those whose jobs have disappeared.

After a number of months of continued high unemployment, however, public attitude begins to change and the makings of a backlash against the jobless start to appear.

Blaming unemployment on the unemployed is both cruel and indefensible. But as a mirror of some of the least attractive traits of human nature, it is not inexplicable.

Much as the average working Canadian fears losing his job, what he fears more is the possibility that, if it did happen, he wouldn't be able to find another one.

Accepting the fact that hundreds of thousands of fellow-workers have

lost their jobs and can't find new ones means recognizing that prospect as real.

Refusing to accept such a possibility requires believing that those without jobs are deliberately choosing not to work.

And that is why it is in periods of sustained high unemployment that demands to tighten up welfare and unemployment insurance and "force the malingers to take work" are heard.

According to the most recent figures from Statistics Canada [released in March], the number of jobless Canadians has now reached 800,000, while the number of job vacancies has shrunk to less than 45,000 in all of Canada.

It may seem incongruous that there should be any job vacancies at all, but many of these are highly

specialized technical or managerial positions. While the unemployed are largely unskilled, roughly half the job vacancies are classed as "white collar" and the balance cover a range of blue-collar skills.

As well, since there is a constant turnover taking place as people shift from one job to another, there is bound to be a significant number of jobs open on any day surveyed. The process of interviewing applicants and selecting the successful candidates is not an instantaneous one...

With economists in uncharacteristic agreement on the prediction that high unemployment will persist for at least a good many months to come, unemployment insurance and welfare rolls are certain to remain conspicuously high for some time.

Leonard Shifrin
in *The Citizen*, Ottawa

The high cost of labour mediators

The cost of outside help in settling labour disputes is going up. Inflation is part of the reason. So is the scarcity of qualified mediators for high-profile confrontations.

But neither inflation nor scarcity will be chiefly to blame for costs moving even higher. A greater culprit is the tendency of some governments, when faced with public-interest strikes, to purchase only the most renowned and expensive talent available.

Stanley Hartt, a Montreal lawyer hired by Ontario in a fruitless attempt to bring 8,600 teachers and the Metropolitan Toronto School Board together last summer, came at an estimated \$760 a day. That is

roughly 50 per cent more than any seasoned grievance arbitrator in the United States might expect today.

Stripped of inflation, it also is about a third more than the \$300 a day that H. Carl Goldenberg received for a similarly unsuccessful attempt to keep the country's railways running in 1966....

Marc Lapointe, chairman of the Canada Labour Relations Board, argues that a bigger pool of competent mediator-arbitrators is needed today just to service a greater number of bargaining problems.

There also are cost implications that do not get addressed. If bargaining situations increase and the pool of mediator-arbitrators stays the

same presumably the price for the available talent will keep rising.

Sen. Goldenberg may not have been available when Ontario needed help in the teacher dispute. But it is interesting to compare his bill for four months spent arbitrating a 1974-75 settlement for 5,700 Toronto Transit Commission employees with what Hartt received.

Sen. Goldenberg charged \$19,950 plus \$1,573 in expenses for the TTC job. Hartt got \$37,980 plus expenses for his services between July 17 and Sept. 1. He spent two of those 11 weeks on vacation but put in at least five days in each of the other nine. Fifty days on the job works out to \$759 per diem.

It can be said in Hartt's defence that his task was more pressing. The threat of a strike did not hang over Sen. Goldenberg's head and there was ample time for him to complete his assignment. Commissioned in September 1974 by the Ontario Department of Labour, he reported in January.

Complaining about \$760-a-day mediation fees, is not likely to make them disappear. Few companies or unions in the private sector would put up the money to hire Hartt or his colleagues. But when governments face major strikes and feel they have no alternative, the price of an experienced mediator often matters little....

The number of senior mediator-arbitrators available in Canada probably could double without upsetting current fee schedules. The frequency of crucial public service labour disputes alone suggests that....

In any given year now, there are one or two disputes that could shut down airports or airlines, several that threaten garbage and snow removal services in major cities and

a growing number that involve teachers, nurses and doctors.

Public problems, whether labour-oriented or of a much broader nature, never cost Canadians all that much to resolve during the late 1960s. But that period seems particularly remote today.

Clarence Barber, head of the University of Manitoba's department of economics, produced a 12-volume Royal Commission on Farm Machinery report in 1971. He was paid \$150 plus \$25 costs a day. Three years earlier, A. Davidson Dunton, of Ottawa, and Jean-Louis Gagnon, of Montreal, co-chairmen of the Royal Commission on Bilingualism and Biculturalism, wound up getting \$100 a day and expenses.

Going back farther, Kenneth LeM. Carter, a chartered accountant, spent four years between 1962 and 1966 compiling the Royal Commission on Taxation report that led to a national tax reform beginning in 1972. His allowance was \$100 a day and expenses.

Murdoch A. MacPherson, Sr. of Regina, headed the 1959 to 1961 Royal Commission on Transportation for \$75 a day and expenses. Chief Justice Emmett Hall of Saskatchewan, whose Royal Commission on Health Services report was tabled in 1964, got \$50 a day and expenses.

Interesting to compare are the per diem rates paid to Mr. Justice Victor L. Dryer, of the Supreme Court of British Columbia, as chairman of the federal government's three-man board of trustees over the Seafarers' International Union of Canada and four other unions in 1963 and to Mr. Justice Ivan C. Rand, of Moncton, N.B., to inquire into the stock dealings of Leo Landreville, a former Supreme Court of Ontario justice in the late 1960s.

Mr. Justice Dryer received \$60 a day plus expenses, but Mr. Justice Rand got \$200 a day and expenses.

Financial Times News Service
in *The Province*, Vancouver

Bosses are human too

Most factories have shop stewards, men who, among other things, listen to the grievances of union members and try to get them settled by arbitration, strikes, screaming, or whatever.

So why aren't there any management stewards, men who listen to the grievances of bosses and try to get them settled by arbitration, strikes, screaming, or whatever?

Seems terribly unfair to me somehow because despite reports to the contrary bosses are human, too, you know. Yet if management went on strike it would be accused of authorizing an illegal lockout, because for a reason that escapes me strikes are either legal or illegal but lockouts are always dirty pool.

I belong to the ranks of labour yet I have always sympathized with the burdens of the bosses. They had it made less than 70 years ago but since that time the pendulum has swung from Point A through Point B — the happy medium — to Point C, where unions demand and management says, "please."

I hope I live long enough so we can swing the lead — an unfortunate phrase — so it hangs around Point B.

In view of those feelings, I have read a number of books on labour relations — and yet have looked in vain for even one single pamphlet on Boss Relations which, when you

think of it, is as odd as a four-sided triangle.

To put it another way, people in management are part of a badly-treated minority.

I am not suggesting that if you meet your employer in a corridor that you should flinch like a galley slave caught resting on his oars. He doesn't expect it and if he got it he might like it and have it written into your next contract.

What I'm getting at is that a boss's health and general well-being is almost as important to you as it is to him.

Neither do I suggest you should occasionally ram a thermometer down his gullet or offer to save wear-and-tear on his heart by carrying him up the stairs, piggy-back. But when you meet him you might ask him how he feels with such observations as "mustn't overdo, Boss" and "you look a bit peaked today" and "nasty colour this morning, sir."

A year or so of that and your boss, if he is the sensitive type, will take your concern seriously, retire early, and take off for Florida to live.

You will find that such kindness on your part will give you a warm, glowing feeling. And you might even get a crack at his job.

And why not, say once a year, gather some of your colleagues around you and outside the Plant Manager's office sing a rousing chorus of, For He's A Jolly Good Fellow And So Say All Of Us, Except For Two Of The Shop Stewards...

To sum up — cultivate your boss, there's no telling what sort of crop you reap.

John Robinson
in *The Spectator*, Hamilton

Controls inflationary?

It would be ironic if the people who have been given the job of fighting inflation turned out to be, over the next few months, the main inflationary force in the country.

But it is completely possible. What they say and what they do may tend to perpetuate the very problem they were assigned to solve.

Inflation itself, as the latest Consumer Price Index shows, is coming down nicely. In the past three months [December to February] it has been running at an annual rate of 6 per cent. This is still too high for comfort, on any long-term basis. But it is less than half the rate last summer. It's in line with the 6 per cent inflation rate expected this year in the United States.

More important, it is already well below the 8 per cent inflation rate which finance minister Macdonald has announced as the 1976 target — to be achieved by the last three months of the year — of the government's anti-inflation program.

Of course, the rate of inflation may go up again in the coming months. Such policies as the high interest rates decreed this week by the Bank of Canada will tend to push it up unless outweighed by the natural economic forces.

But suppose it stays at 6 per cent or lower. Then the government's anti-inflation program, by its very design, becomes a pro-inflation program.

The rule for wages, for example, is that a 10 per cent increase is permitted this year for all except workers who have achieved extraordinary gains in the past two

years. And even these can get at least 8 per cent.

Now these are not inflationary increases if the cost of living is rising faster. But if wages are going up by 10 per cent and the Consumer Price Index is rising by 6 per cent, there is at least suspicion that the permitted wage increase is inflationary.

Nothing in the anti-inflation rule book says that workers must get 10 per cent. It is a ceiling, not a floor. But it is a well-known principle of government price and wage control that the ceiling becomes the floor.

A labour leader who failed to get the full wage increase allowed by the anti-inflation rules would have some tall explaining to do when next he faced the union membership. And companies find it hard to resist increases which can be passed on fully — with the complete blessing of the official inflation fighters — in prices.

If we are getting back to more normal times, a 10 per cent wage increase may look good again. In the "normal times" from 1965 to the beginning of the double digit inflation in 1974, the average annual rate of wage increase in Canadian factories was 7.2 per cent.

The inflationary effect of the program itself may be one of the reasons behind Jean-Luc Pepin's warning that a surge of prices may come as business understands what it can do and still stay within the rules.

The chairman of the Anti-Inflation Board may be regarded as merely prudent to warn about future price increases. Or, taken another way, he could be accused of building up the inflationary

expectations which he is supposed to be restraining.

It is not unknown for someone who is put in charge of a problem to become a spokesman for the problem as well as an advocate of his particular solution. When Beryl Plumptre was chairman of the Food Prices Review Board, for example, she tended to predict higher future increases in food costs than those which actually occurred.

In future months, if inflation continues on its present downtrend, it may be rather difficult to sustain public support for the complicated and increasingly costly control machinery. And the machinery probably must be kept going until it — and the government — can claim a major share of the credit for the decline in inflation which would have happened anyway.

But perhaps Canada's inflation fighters will themselves make sure that their assigned problem does not vanish too quickly.

Certainly the inflation fighters at the Bank of Canada have made a contribution by pushing up the whole structure of interest rates...

In the end, the forces now making for a lower inflation rate will probably prevail, although inflation cannot be "licked" or permanently "wrestled to the ground." And then we will argue for years about how much credit is deserved by the anti-inflation program. But there is a chance that from now on, its contribution to the fight will be negative.

Don McGillivray

National Economics Editor
for Southam Newspapers
in *The Gazette*, Montreal

Books

The Canadian Labour Market

by **Stephen Peitchinis**, Oxford University Press, 1975

This book, a revision of a 1970 text, is, according to the author, a study of the employment of human resources (i.e. labour). The book, unlike many standard texts, is most readable and chooses to pose provocative ethical questions and thus partially transcends narrow technocratic discussions.

Peitchinis raises a number of significant themes relating to problems of our labour market. For example he notes that "Canadian society has not found it necessary heretofore to commit itself to a policy of full employment" (p. 81). Indeed, he states Canada has the "...sorriest policy in the world" (p. 165).

At times more a moralist than an economist, he asserts: "The social aspects of unemployment are not fully appreciated by those who do not have the misfortune to experience unemployment, particularly the socio-psychological aspects" (p. 166). Peitchinis also suggests that our society has a double standard in its social and economic concern for different groups. There is a "...general tendency to regard production workers as more dispensable than office workers..." (p. 70). This is accentuated by the knowledge that little has improved over time. There has been very little change in the distribution of wealth and "the

gap between the highest employment income and the lowest in 1970 was 936 per cent!" (p. 285).

In terms of territorial disparities he notes that "Comparing 1939 with 1972 it appears that: (1) the gap between have and have not regions has been widening..." (p. 275). Perhaps the most relevant theme in the book is the observation that "Prices do not always decline in periods of contraction in economic activities; indeed it has become rather common for unemployment and prices to rise together" (p. 319).

While the author wisely provides ample data and descriptive statistics, he provides no inferential statistics that might clarify certain relationships. The bibliography, while useful and including many Western sources, lacks significant writings from Eastern European sources. This is unfortunate since Eastern Europe has experimented with a varying combination of free enterprise and central planning.

These criticisms are minor, however, when compared to the numerous questionable assumptions and unqualified assertions made by the author. For example the assertion that "rising excessive unemployment is viewed as a permanent characteristic of technologically advanced economies" (p. 61) is inaccurate for a number of developed East European socialist societies. Equally surprising is Peitchinis' assertion that "nevertheless it is evident to the most casual observer that the great majority of workers are adjusting

successfully to most technological changes, as they have always adjusted" (p. 155). By such a comment, the author ignores the vast literature on workers' alienation and mental health.

The most unwarranted assertion, however, is the following: "The Canadian wage structure has the characteristics of a structure that is the outgrowth of the free play of market forces. It has not been burdened by customary and legislative rates as the structure of some older industrial nations have..." (p. 273). The minimum wage legislation, marketing boards, government subsidies, not to mention the current Anti-Inflation Board, reflect how the "free market" in fact — if not the myth — has long ago been obliterated.

The author also postulates that "...whereas foreign capital is purchased or rented at a price, the manpower acquired through immigration is a gift" (p. 47). The extensive costly social services needed in increasingly crowded cities, the focus of immigrant arrivals, is a cost that short-term economic analysis ignores.

It is this latter criticism that reflects the fundamental weakness of the book. It lacks a knowledgeable discussion of the more critical writings in political economy and of the broader environment of the Canadian labour market. Thus, despite posing important ethnical questions, the author does not discuss all significant streams of economic theory. While Adam Smith

and J.S. Mill are indexed, Karl Marx, J. Robson, class and elite are not.

Indeed there is no chapter on ownership patterns. Is one to infer that ownership is unrelated to the labour market? The result is that the work raises only in piecemeal fashion criticisms of current labour policies and the author is unable or unwilling to suggest a logical pattern in the faults of the current mixed economy. Thus while specific applications are criticized, many liberal economic assumptions are left unchallenged.

The author's implication seems to be that the world of multinational corporations, monopolies and class exploitation has not yet fully arrived. In response one can only offer Keynes' dated but still relevant comment: "The outstanding faults of the economic society in which we live... are its failure to provide full employment and its arbitrary and inequitable distribution of wealth and incomes."

— Alan Whitehorn

Alan Whitehorn is a research associate at the Institute of Canadian Studies at Carleton University, Ottawa.

To See Ourselves

Five views on Canadian women

Shirley Popham, executive editor, International Women's Year Secretariat, Privy Council Office, Information Canada, 1975

To See Ourselves is a collection of facts, statistics, and definitions about women in Canada. Published under the auspices of Marc Lalonde, minister responsible for the status of women, it was compiled during 1975 by the International Women's Year Secretariat as part of the federal government's international women's year program.

The book contains a series of five essays by journalists and a striking 61-page collection of black and white photographs by four Canadian women photographers.

The first article, by Sheila Arnopoulos, argues that the non-professional working women — the largest group in the female labour force — are trapped between poor working conditions, little job security, and low pay, on one hand, and economic needs — and in some cases a family or an unemployed husband — on the other.

The second article — about the homemaker, subtitled, *First Comes Love* — by Sharon Brown, is a personal and more interesting view of women in Canada. It toys with the idea of integrating homemakers into the labour force and opens the question — on a strictly philosophical plane — of salaried housework, an argument that has recently aroused the interest of economists and some academics across the country.

Brown, an accomplished journalist who guided the book through the publication, then passes the debate, quite naturally, to the people she believes most qualified to answer the question.

Brown's article, based on a series of well-researched interviews with women, is well-written, highly readable and shows evidence of care and deliberation.

The third article, the status of the professional working woman in Canada, was a difficult assignment. Written by Montreal-based economist Dian Cohen, it is little more than a long list of statistics suggesting that while the status of the professional female worker is at a "turning point", deep-rooted prejudice, presumably among male employers, is slowing what

would be a bra-less victory march to top management and high executive pay.

Cohen accuses the male establishment of viewing the articulate, highly-qualified female worker as a sex object who possesses no real abilities and who, despite her string of degrees, is secretly stalking executive corridors for a husband. Cohen also argues that men too often view work, a career, and a full-time occupation as a masculine pursuit.

She attempts to introduce a sober note into her article by suggesting, quite seriously, that on average men are more likely to be crippled by heart disease, ulcers, stomach and liver ailments. But judging from what she implies in her article, male executives should be in better shape. After all, don't they spend most of their time dodging half-crazed women with college degrees?

The Disadvantaged Woman, a well-argued and well-written article by *Toronto Star* reporter, Margaret Daly, is concerned with a class of underprivileged women who are often forgotten by official literature and government documents.

The article looks closely at disadvantaged women across the country who are forced by their circumstances to support a family, who are crippled by poverty and who often have been deserted by their husbands.

Daly directs her attention to the myriad programs designed to improve the status of the poor, the now-famous orange paper that outlines federal government policy objectives on welfare, and the bureaucratic jungle of so-called benefits offered by provincial and federal governments.

TO SEE OURSELVES

five views
on
Canadian
women

THE NON-PROFESSIONAL
WORKING WOMAN

THE HOMEMAKER

THE PROFESSIONAL
WORKING WOMAN

THE DISADVANTAGED
WOMAN

THE YOUNG WOMAN

In many cases, the government institutions and the social-welfare agencies set up to improve the conditions of the disadvantaged have failed, and despite government pronouncements and official documents, the plight of the poor remains unchanged.

The concluding article is concerned with the struggle, aspirations and the hopes of the young female in Canada.

Written by Katherine Govier, a free-lance writer living in Toronto,

it has an obvious personal tone and is based on a series of interviews that have captured an air of optimism and an unyielding desire of young women for self-fulfillment.

Govier has astutely chronicled the confidence, the determination and the imagination of youth. She writes "they'll never marry, they'll travel, they'll soar..."

But life is not without its obstacles, and for the young female in Canada, Govier suggests that society with

its rigid morality and conservative intransigence may crush a determined youth eager for freedom and change. She writes that sex roles and behavioural patterns taught at home, reinforced by schools and inherited by the work-world have all contributed to growing alienation and frustration among the young. In short, society has failed to adapt to a new breed of emerging young women who demand freedom and require equality with men.

Govier makes no attempt to look into the future. She realizes that the future of young women in Canada is complex, marred by confusion and marked by uncertainty. Above all, it will be determined by the women themselves and by the world they live in. But she believes there is still hope.

As a whole, *To See Ourselves*, is a valuable and factual account of the status of women in Canada. It is based on a cross-section of women — some poor, some affluent, some trapped by circumstance and others who are still free to decide for themselves. And its message is crystal clear: fundamental changes in societal values and attitudes are necessary before the status of women can improve.

— Patrick MacKenzie

Patrick MacKenzie is a free-lance writer living in Ottawa

Fifty Years Ago

Government employment offices and private **employment agencies** have been in existence in this country for more than 70 years. The first free government employment centres were set up in Ontario under legislation enacted in 1906; in Hamilton, Ottawa and London in 1907; in Berlin (now Kitchener) in 1908; in Brantford in 1910; and in Walkerville in 1912. These offices received very little financial support because they were operated on a part-time basis and regarded as a sideline that deserved very little attention. Under such circumstances, it was difficult for them to compete with private agencies which were able to secure a lion's share of the business. In 1910, Quebec passed an Act authorizing the establishment of free employment offices for workmen in the province, under the control of the minister of public works and labour. Under this Act offices were opened in Montreal and Quebec in 1911, and in Sherbrooke in 1912. More financial assistance was provided for the maintenance of the Quebec offices than was granted those in Ontario, and more efficient work resulted.

During periods of low employment jobs were naturally very scarce and unemployment caused great hardship to many people, but this did not bother the private employment agencies — the fewer employment vacancies there were, the higher they raised their fees. The public soon realized that a less mercenary system was needed. The economic and social suffering during these periods was responsible for the birth of

trust until release." Prior to 1921, organized labour was usually opposed to work being done in the penitentiaries because it might compete with free labour even if the work were done for government departments. The Trades and Labour Congress of Canada, in its legislative proposals, had requested "that steps be taken to give effect to the report of the Government Commission (1921) on Prison Reform." This Commission recommended statutory provision of productive labour for all convicts, the advantages of which were described by Brigadier-General Hughes, superintendent of penitentiaries. "The inmates of the penitentiaries are the wards of the Dominion Government, and there is no valid reason why goods required for state use, and state use only, should not be made, as far as possible in the penitentiaries. The municipal employment offices, which were established in Toronto in 1908 and in Victoria, Vancouver, New Westminster, Edmonton, Calgary, Winnipeg, Ottawa and Montreal during the slump of 1913-14. With the exception of Calgary, in which case a small fee was charged, the services of all offices were free. Private agencies frequently defrauded immigrants who had just arrived in Canada, so in April 1913, the federal government passed an order in council designed to protect immigrants. In reporting the new order in council, the May 1913 issue of *The Labour Gazette* said it "is designed... to protect immigrants against impositions and injustices at the hands of unscrupulous agents trading on their ignorance of conditions in this country... While it is not suggested

in the order in council that the employment agencies throughout Canada are generally of an undesirable class, the Dominion Government has satisfied itself by investigation that conditions exist in some localities which render the passage of these regulations most desirable."

Keeping **inmates of prisons** productively employed was the subject of a resolution adopted without opposition in the House of Commons on March 31, 1926, and reported in the April 1926 issue of *The Labour Gazette*. The resolution, moved by Miss Agnes MacPhail, Member of Parliament for South-East Grey, stated that, in the opinion of the House, the administration of penitentiaries should be amended to provide: "first, sufficient productive work to keep the inmates employed; and, second, that a share of the proceeds go to dependants, and in case of no dependants such share be held in government spends many thousands of dollars yearly for furniture, furnishing, and equipment of various kinds, a small portion of which could be made in the penitentiaries. The revenue derived from this source would enable the institutions to pay each inmate on his discharge, or to his family while he is in prison, a small wage, which would materially assist the stricken family in keeping the wolf from the door while the wage earner is incarcerated; or, in case the inmate had no family responsibilities, would furnish him with sufficient funds on discharge to assist him in making a fresh start in life."

In Italy, where strikes and lockouts were forbidden in public services and in private enterprises, a "**Magistracy of Labour**" was set up at the end of April for the settlement of disputes between employers and employees.

— Kathleen Whitehurst

PRICES & EMPLOYMENT

Consumer, February

The all-items Consumer Price Index for Canada (1971 = 100) rose 0.3 per cent to 145.6 in February — an increase of 9.1 per cent from February 1975, and the smallest 12-month increase in more than two years. Higher charges for accommodation, as well as increased prices for clothing and transportation, were chiefly responsible for the latest monthly advance.

The food index declined for the third successive month — the latest decrease, 0.3 per cent, mainly because of lower meat prices, especially those for beef which, on average, declined nearly 5 per cent; pork prices declined by almost 1 per cent. Prices continued to decline for fats and oils, and some dairy products other than fluid milk. Quotations were higher for fresh produce, some cereal and bakery products, and for soft drinks consumed at home. The food-consumed-at-home index showed its lowest year-to-year movement in nearly four years — 6.5 per cent above its level of February 1975. In terms of goods and services, the price level of total goods, including food, was unchanged while that for services increased 1.0 per cent.

Increases were recorded in electricity and domestic gas rates in many Ontario cities; insurance charges for automobiles, dwellings and household effects, prices of women's and men's outer-wear items, barbering and hairdressing services.

Seasonally adjusted, the all-items CPI advanced 0.3 per cent between January and February — a 0.8 per cent decline in the food index and a 0.7 per cent increase in the all-items index excluding food.

City consumer

Consumer price indexes rose in all regional cities between January and February, with increases ranging from 0.1 per cent in Ottawa to 0.6 per cent in Halifax, Quebec and Montreal. Higher prices for housing and frequently lower prices for food, were mainly responsible for the change. Food prices declined in Ottawa and all cities west of it, but increased in those east of Ottawa.

The percentage increases listed in 14 regional cities were: 0.1 in Ottawa; 0.2 in Toronto, Winnipeg, Regina and Edmonton; 0.3 in Saint John, Thunder Bay, Calgary and Vancouver; 0.4 in Saskatoon; 0.5 in St. John's; 0.6 in Halifax, Quebec and Montreal. The percentage increase from February 1975 to February 1976 was: 8.3 in Quebec; 8.6 in Montreal; 8.8 in Toronto; 9.0 in Ottawa and Vancouver; 9.3 in Saint John; 9.7 in Edmonton; 9.8 in Regina; 9.9 in St. John's and Saskatoon; 10.1 in Calgary; 10.2 in Winnipeg; 10.6 in Halifax; 10.8 in Thunder Bay.

Employment, February

The seasonally adjusted employment level in February was 9,541,000, a decrease of 22,000 from January, Statistics Canada reported. The

employment level for persons 15-24 declined by 46,000 — for men by 25,000 and for women by 21,000. The level for women 25 and over increased by 16,000 and for men 25 and over by 8,000.

On a provincial basis, seasonally adjusted, employment increased in Alberta by 23,000; in British Columbia by 22,000; and in Saskatchewan by 5,000. Declines in employment were recorded in Ontario — 23,000; in Quebec — 16,000; in Manitoba — 12,000; and in New Brunswick — 3,000. Little or no change was recorded in Nova Scotia, Prince Edward Island, and Newfoundland.

Unemployment

The seasonally adjusted **unemployment** rate for Canada was 7.0 per cent (719,000) in February, an increase of 0.4 per cent (38,000) from January. The rate for women aged 15-24 increased by 1.5 per cent (18,000) to 12.0 per cent; for women 25 and over, by 0.2 per cent (6,000) to 5.9 per cent. For men 15-24, the rate increased by 0.7 per cent (9,000) to 14.1 per cent; for men 25 and over by 0.1 per cent (5,000) to 4.0 per cent.

The unemployment rate decreased in Alberta by 0.5 per cent; in Manitoba and Nova Scotia by 0.3 per cent; and in Saskatchewan by 0.1 per cent. It increased in Newfoundland by 1.5 per cent; in Quebec by 0.6 per cent; in British Columbia by 0.4 per cent; in Ontario by 0.3 per cent; and in New Brunswick by 0.2 per cent.

Additions to the Library

LIST NO. 323

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

ABSENTEEISM

1. **Kingston, Ont. Queen's University. Industrial Relations Centre.** Absenteeism, a bibliography, by Carol Williams. Kingston, 1975. 60p.

ARBITRATION, INDUSTRIAL

2. **U.S. National Commission for Industrial Peace.** Report and recommendations, May 1974. Washington, 1974. 15p.

AUTOMOBILE INDUSTRY AND TRADE

3. **Emerson, David L.** Production, location and the automotive agreement. Ottawa, Economic Council of Canada, 1975. 93p.

BLUE COLLAR WORKERS

4. **Kornblum, William Simon.** Blue collar community. With a foreword

by Morris Janowitz. Chicago, University of Chicago Press, 1974. 260p.

BUILDING TRADES

5. **Keys, B. Allan.** The structure and operation of the construction industry in Canada, by B.A. Keys and D.M. Caskie. Ottawa, Information Canada, 1975. 123p.

COLLECTIVE BARGAINING

6. **Moore, Ron K.** Contract rejection in industries under federal jurisdiction; a study of the rejection of tentative agreements by union memberships in industries under federal jurisdiction. Ottawa, Canada Dept. of Labour, 1975. 26, 26p. Titre en français: Rejets de convention dans les industries relevant de la compétence fédérale; une étude...

7. **Pegnetter, Richard Charles.** Multiemployer bargaining in the public sector: purposes and experiences. Chicago, International Personnel Management Association, 1975. 60, 33p.

CORPORATIONS

8. **Conference Board.** Protecting corporate assets under floating currencies, by Michael G. Duerr. New York, 1975. 42p.

9. **Newman, Peter Charles.** The Canadian establishment. v.1. Toronto, McClelland and Stewart, 1975. 480p.

DISCRIMINATION IN EMPLOYMENT

10. **Stone, Morris.** Arbitration of discrimination grievances; a case book, edited by Morris Stone and Earl R. Baderschneider. With a preface by Robert Coulson and an introduction by Edwin R. Temple. New York, American Arbitration Association, 1974. 355p.

ECONOMIC HISTORY

11. **Galbraith, John Kenneth.** Money, whence it came, where it went. Boston, Houghton Mifflin, 1975. 324p.

ECONOMIC POLICY

12. **Conference Board.** The widening cycle; an examination of U.S. experience with stabilization policy in the last decade, by Albert T. Sommers with Lucie R. Blau. New York, 1975. 36p.

13. **Gordon, Walter Lockhart.** Storm signals; new economic policies for Canada. Toronto, McClelland and Stewart, 1975. 140p.

EMPLOYEES' BENEFIT PLANS

14. **Murlis, Helen.** Employee benefits today; a survey of attitudes and company practice. London, British Institute of Management, 1974. 52p.

GRAIN TRADE

15. **Canada. Industrial Inquiry Commission into the Grain Handling Industry in the Vancouver Port Area.** Report of the Industrial Inquiry Commission under the Canada Labour Code into the Grain Handling

Industry in the Vancouver Port Area. July 1975. Ottawa, Canada Dept. of Labour, 1975. 1 v. Titre en français: Rapport de la Commission d'enquête industrielle... dans l'industrie de la manutention du grain dans le secteur du port de Vancouver.

GUARANTEED ANNUAL INCOME

16. Integrating income maintenance programs. Edited by Irene Lurie. New York, Academic Press, 1975. 383p.

HOURS OF LABOUR — FLEXIBLE HOURS

17. Baudraz, Jean François. L'horaire variable du travail. Paris, Editions d'organisation, 1974. 141p

INCOME

18. Tinbergen, Jan. Income distribution, analysis and policies. Amsterdam, North-Holland Pub. Co., 1975. 170p.

19. Wiles, Peter John de la Fosse. Distribution of income, East and West. Amsterdam, North-Holland Pub. Co., 1974. 136.

INDEXATION

20. Québec (City). Université Laval. Département des relations industrielles. Inflation indexation et conflits sociaux; en collaboration, publié sous la direction de Bertrand Belzile, Jean Boivin, Gilles Laflamme et Jean Sexton. Québec, Les Presses de l'Université Laval, 1975. 228p.

INDUSTRIAL HEALTH

21. New York (State). Department of Labor. Division of Research and

Statistics. Occupational injuries and illnesses in New York State, 1972 and 1973. Albany, 1975. 41p.

INDUSTRIAL RELATIONS

22. Industrial Relations Research Association. Proceedings of the 1975 annual Spring meeting, May 8-10, 1975, Hartford, Connecticut. Edited by James L. Stern and Barbara D. Dennis. Madison, 1975. p.455-545.

INDUSTRIAL RELATIONS — HISTORY

23. Bagwell, Philip Sidney. Industrial relations. Introduction by P. and G. Ford. Dublin, Irish University Press, 1974. 166p.

INDUSTRIAL RELATIONS — STUDY AND TEACHING

24. Education for industrial relations. Canberra, Australian Association of Adult Education, 1974. 101p.

INFLATION

25. Laidler, David E.W. Alternative explanations and policies toward inflation: tests on data drawn from six countries. London, Ont., University of Western Ontario, Department of Economics, 1975. 84p.

26. Laidler, David E.W. The welfare costs of inflation in neoclassical theory — some unsettled problems. London, Ont., University of Western Ontario, Department of Economics, 1975. 22p.

LABOUR CONDITIONS

27. New Brunswick. Department of Labour and Manpower. Survey of working conditions, 1974. Fredericton, 1975. 14p.

LABOUR ECONOMICS

28. Krimpas, George E. Labour input and the theory of the labour market. New York, Wiley, 1975. 288p.

LABOUR LAWS AND LEGISLATION

29. The role of labour law in developing countries; records of proceedings of, and documents submitted to a Round Table, Geneva, 10-14 September and Selva di Fasano, Italy, 17-19 Sept. 1974. Geneva, International Labour Office, 1975. 266p.

30. Sykes, Edward Irving. The employer, the employee and the law. 3d ed. Sydney, Law Book Co., 1973. 152p.

LABOUR ORGANIZATION

31. Kendall, Walter. The labour movement in Europe. London, Allan Lane, 1975. 456p.

LABOUR ORGANIZATION — POLITICAL ACTIVITIES

32. Ellis, John. Members from the unions, by John Ellis and R.W. Johnson. London, Fabian Society, 1974. 31p.

LABOUR UNIONS — OFFICE WORKERS

33. Finley, Joseph E. White-collar union; the story of the OPEIU and its people. New York, Octagon Books, 1975. 275p.

MERCHANT MARINE

34. International Labour Office. Holidays with pay for seafarers. Second item on the agenda. Geneva, 1975. 100p.

35. International Labour Office. The protection of young seafarers. Third item on the agenda. Geneva, 1975. 45p. Titre en français: La protection des jeunes marins.

MINIMUM WAGE

35. Québec (Province). Groupe de travail sur la politique de salaire et des conditions minima de travail. Rapport du Groupe de travail sur la politique de salaire et des conditions minima de travail. Québec, Ministère du travail et de la Main-d'œuvre, 1975. 141p. Travail Québec, v.11, no.3, mai 1975. Numéro spécial.

OPEN AND CLOSED SHOP

37. Aims of Industry. The Trade union and labour relations amendment bill: the right to work; the right to write. London, Aims of Industry, 1975. 13p.

PENSIONS

38. Brooks, John Nixon. Conflicts of interest: corporate pension fund asset management; report to the Twentieth Century Fund Steering Committee on Conflicts on Interest in the Securities Markets. New York, Twentieth Century Fund, 1975. 61p.

PROFIT SHARING

39. Guide to pension and profit-sharing plans under the Employee Retirement Income Security Act of 1974. 4th ed. Edited by Bernhart R. Snyder. Rockville Centre, N.Y., Farnsworth Pub. Co., 1975. 210p.

STEEL INDUSTRY

40. Cockerill, Anthony. The steel industry; international comparisons of industrial structure and performance, by Anthony Cockerill in collaboration with Aubrey Silberston. London, Cambridge University Press, 1974. 130p.

UNFAIR LABOUR PRACTICES

41. U.S. National Labor Relations Board. Casehandling manual. Washington, G.P.O., 1975. Pt. 1. Unfair labor practice proceedings.

WAGE POLICIES — GOVERNMENT

42. Exhortation and controls; the search for a wage-price policy, 1945-1971, by Craufurd D. Goodwin, and others. Craufurd D. Goodwin, editor. Washington, Brookings Institution, 1975. 432p.

WAGES AND HOURS

43. Canada. Department of Labour. Economics and Research Branch. Survey of wages and working conditions; survey questionnaires. Enquête sur les salaires et les conditions de travail; questionnaires de l'enquête. Ottawa, 1975. 1 v.

WOMEN — EMPLOYMENT

44. Bennett, James E. Women in business; a shocking waste of human resources, by James E. Bennett and Pierre M. Loewe. With a foreword by Laurent Picard.

Toronto, Maclean-Hunter, 1975. 150p.

45. Canadian Broadcasting Corporation. Task Force on the Status of Women. Women in the CBC; report of the CBC Task Force on the Status of Women. Ottawa, Canadian Broadcasting Corporation, 1975. 196p.

46. Colin, Madeleine. Ce n'est pas d'aujourd'hui; femmes, syndicats, luttes de classe. Préface d'Henri Krasucki. Paris, Éditions Sociales, 1975. 246p.

47. Great Britain. Department of Employment. Women & work; sex differences and society, by J.S. King. London, H.M.S.O., 1974. 36p.

WORK

48. Rinehart, James W. The tyranny of work. Don Mills, Longman Canada, 1975. 181p.

WORK SATISFACTION

49. Prenting, Theodore. Humanism and technology in assembly line systems, by Theodore O. Prenting and Nicholas T. Thomopoulos. Rochelle Park, N.J., Hayden Book Company, 1974. 404p.

WORKING CONDITIONS

50. Management and the working environment. Edited by Harry Miller. London, Hutchinson Benham, 1975. 139p.

Revision of the Labour Force Survey

As a result of changes to the monthly Labour Force Survey developed during the past three years by Statistics Canada, the labour statistics in this and subsequent numbers of *The Labour Gazette* will be based on the revised survey. The Labour Force Survey is the source of the employment, unemployment and other labour force estimates. More detailed descriptions of the changes are available from the Labour Force Survey Division, Statistics Canada, Ottawa K1A 0T6.

The survey was revised to provide a much more comprehensive range of information on employment and unemployment. In addition to a major revision of sample frame, the introduction of refinements in sampling techniques, the incorporation of dated population estimates for weighing the sample data, and substantial improvements in data collection, quality control and data processing methods, two major aspects of the revisions contribute significantly to the survey data:

- A wide range of new data on labour force activities and characteristics, to determine more precisely the labour force status (employed, unemployed or not in the labour force) of survey respondents, and to provide previously unavailable data of the composition and characteristics of these three groups.

- More direct and specific questions in the survey.

The former questionnaire used two very general questions ("What did this person do mostly last week?" and "Did this person do anything else last week?") to identify labour force activities. Such indirect questions generally required further explanation by the survey interviewer, who, on the basis of the response to these questions, was required to mark the questionnaire according to one of several general categories: "Worked", "Looked for work", "Went to school", "Kept house", etc.

The revised survey replaces the two general questions with a series of specific, direct questions designed to provide much more precise and comprehensive information about labour force activities and characteristics, for example, "Did...do any work at all last week, not counting work around the house?"

In addition to providing a wide range of new labour market information, the revision of the survey has resulted in changes in the levels and patterns of certain existing data series:

Comparison of the data collected during the parallel run of the two surveys in 1975 shows that the revised survey provides slightly higher estimates of employment, slightly more than 2 per cent higher

in terms of the annual average employment.

The increase in employment levels is concentrated among women of all age groups and men 15 to 24, groups for which short-hours employment is most common. The revised survey shows no change in employment for men 25 years of age and over.

The annual average unemployment rate in 1975 was 6.9 per cent based on the revised survey, compared with 7.0 per cent in the former survey. This difference is very slight, but there are substantial differences in the estimates for men and for women, and in the data for the various provinces. In particular, the revised survey shows substantially higher unemployment levels for women, and a decrease in the level of unemployment among men.

In contrast to the higher estimates for women, unemployment rates for men based on the revised survey are lower than the comparable estimates derived from the former survey.

As the final major step in the revision of the survey, an increase in the sample size (from approximately 32,000 to 55,000 households) is planned for late 1976 to enable the provision of more detailed and more accurate estimates.

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended January 17, 1976		9,945	— 1.5	+ 3.6
Employed	January 1976	9,145	— 2.7	+ 3.5
Agriculture	" "	416	— 4.1	— 2.3
Non-agriculture	" "	8,728	— 2.7	+ 3.8
Paid workers	" "	8,264	— 2.6	+ 2.8
At work 35 hours or more†	" "	6,810	— 3.9	+ 1.6
At work less than 35 hours†	" "	1,884	— 2.9	+ 7.8
Employed but not at work†	" "	451	+ 19.9	+ 16.5
		(change in thousands)		
Unemployed	" "	800	+ 107	+ 41
Newfoundland	" "	25	+ 1	— 3
Nova Scotia	" "	29	+ 3	+ 4
Prince Edward Island	" "	—	—	—
New Brunswick	" "	30	+ 3	+ 7
Quebec	" "	241	+ 25	+ 22
Ontario	" "	273	+ 27	— 18
Manitoba	" "	29	+ 5	+ 7
Saskatchewan	" "	18	+ 3	+ 7
Alberta	" "	43	+ 15	+ 6
British Columbia	" "	108	+ 26	+ 9
Without work, seeking work and available for work	" "	708	—	—
On temporary layoff and expect to return to work	" "	20	—	—
		Percentage change		
INDUSTRIAL EMPLOYMENT (1961 = 100)†	October 1975	142.1	— 0.8	— 3.1
Manufacturing employment (1961 = 100)†	" "	127.0	+ 0.3	— 6.2
IMMIGRATION	First 9 months 1975	149,457	—	—
Destined to the labour force	" " " "	64,877	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts	December 1975	185	— 13.2	— 40.0
No. of workers involved	" "	82,488	— 12.4	— 223.8
Duration in man days	" "	1,116,364	— 24.7	+ 252.0
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	October 1975	212.12	+ 2.1	+ 11.8
Average hourly earnings (mfg.)†	" "	5.23	+ 1.9	+ 11.3
Average weekly hours paid (mfg.)†	" "	39.1	+ 0.3	— 0.3
Consumer price index (1971 = 100)	January 1976	145.1	+ 0.6	+ 9.6
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	October 1975	143.1	+ 1.3	+ 1.9
Total labour income (millions of dollars)†	December 1975	7,580.4	+ 1.1	+ 8.8
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100)	December 1975	113.5	— 0.3	— 3.0
Manufacturing	" "	112.8	— 0.4	— 2.5
Durables	" "	116.6	— 0.1	— 1.9
Non-durables	" "	109.1	— 0.6	— 3.2
NEW RESIDENTIAL CONSTRUCTION**				
Starts	December 1975	19,758	—	+ 111
Completions	" "	15,982	—	+ 8
Under construction	" "	146,517	—	+ 6

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *Advance Tables*. February 10, 1976. Prepared by the Economic Analysis Division, Department of Labour.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1970-75

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year		Duration in Man-Days		Per Cent of Estimated Working Time
		Strikes and Lockouts	Workers Involved	Man-Days		
1970	503	542	261,706	6,539,560		0.39
1971	547	569	239,631	2,866,590		0.16
1972	556	598	706,474	7,753,530		0.43
1973	677	724	348,470	5,776,080		0.30
1974	1,170	1,216	592,220	9,255,120		0.46
1974						
December	31	130	25,478	317,110		0.20
*1975						
January	107	183	44,341	433,110		0.25
February	61	153	37,459	370,830		0.24
March	65	162	46,403	491,230		0.31
April	92	202	45,671	588,220		0.34
May	103	251	107,628	680,950		0.38
June	93	263	62,494	839,410		0.48
July	92	273	115,192	1,299,840		0.69
August	82	274	113,053	1,381,930		0.79
September	56	254	84,856	1,368,880		0.79
October	66	289	115,950	1,424,440		0.78
November	52	213	94,190	1,483,430		0.90
December	28	186	82,543	1,117,520		0.65

*Preliminary.

STRIKES AND LOCKOUTS, DECEMBER 1975 BY INDUSTRY (Preliminary)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	0	1	79	1,810
Mines	0	7	1,311	17,150
Manufacturing	8	103	43,758	802,670
Construction	1	5	67	630
Transpn. & utilities	2	15	16,552	46,370
Trade	9	20	7,443	77,270
Finance	1	3	53	770
Service	5	22	12,177	156,690
Public administration	2	10	1,103	14,160
All industries	28	186	82,543	1,117,520

STRIKES AND LOCKOUTS, DECEMBER 1975 BY JURISDICTION (Preliminary)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	1	8	2,882	61,450
Prince Edward Island	0	0	0	0
Nova Scotia	0	4	1,307	27,870
New Brunswick	0	7	1,753	37,590
Quebec	15	77	30,311	460,210
Ontario	5	53	26,642	448,090
Manitoba	1	6	302	5,850
Saskatchewan	0	2	122	2,080
Alberta	0	2	160	3,360
British Columbia	3	21	3,368	39,320
Federal	2	5	15,680	31,680
All industries	28	186	82,543	1,117,520

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					Dec.	Accu- mulated			Result
Mines									
METAL									
	Similkameen Mining Co. Ltd., Princeton, B.C.		Steelworkers Loc. 649 (AFL-CIO/CLC)	253	2,530	10,380	Oct. 18 Dec. 15		Wages, other contract issues — Not reported —
	Cassiar Asbestos Corp., Cassiar, B.C.		Steelworkers Loc. 6536 (AFL-CIO/CLC)	400	1,600	5,030	Nov. 19 Dec. 5		Safety of working conditions — Mediator appointed —
NON-METAL									
	Aluminum Co. of Canada, St. Lawrence, Nfld.		Fed'n of Metal Trades Unions (CNTU)	400	8,400	57,200	June 9		Not reported —
QUARRIES									
	Domtar Chemicals Ltd., Beachville, Ontario		Chemical Workers Loc. 9-640 (AFL-CIO/CLC)	135	2,890	8,720	Oct. 1		Wages, other contract issues —
Manufacturing									
FOOD AND BEVERAGES									
	B.C. Sugar Refinery, Vancouver, B.C.		Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,310	37,190	June 2		Wages —
	Société Coop. avicole régionale St-Damase, St-Damase, Quebec		Féd. du commerce (CSN)	249	5,230	28,640	July 18		Wages, fringe benefits —
	Park & Tilford, Vancouver, B.C.		Brewery Workers Loc. 300 (CLC)	110	2,310	8,250	Sept. 13		Wages, fringe benefits, other contract issues —
	Cadbury-Schweppes Powell Ltd., Whitby, Ont.		Teamsters Loc. 467 (Ind.)	115	2,420	5,080	Oct. 28		Other contract issues —
	Bittner Packers, Toronto, Ontario		Foodworkers (AFL-CIO/CLC)	118	120	710	Nov. 24 Dec. 2		Not reported — Not reported —
LEATHER									
	Dependable Shoe Mfg. Co., Montreal, Quebec		Food Workers Loc. L-102 (AFL-CIO/CLC)	136	2,860	21,640	May 15		Not reported —
	Greb Industries Ltd., Trois-Rivières, Quebec		Syndicat de la chaussure de Trois-Rivières (CNTU)	165	3,470	10,400	Sept. 15		Wages —
	Rosita Shoes, Montreal, Quebec		CSD	384	8,060	15,930	Nov. 4		Wages —
TEXTILES									
	Galtex Co. Ltd., Cambridge, Ontario		Textile Workers Loc. 1854 (AFL-CIO/CLC)	540	9,260	9,260	Dec. 5		Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	Dec.	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
CLOTHING						
Associated Clothing Manufacturers (130), various points, Que.	Clothing Workers (AFL-CIO/CLC)	8,000	88,000	88,000	Dec. 2 Dec. 17	Wages, fringe benefits — Agreement reached, workers back —
WOOD						
Canadian Forest Products Hunting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,230	191,760	Sept. 13	Shorter hours, elimination of piece work, rates of pay —
Girard & Godin Ltée., Trois-Rivières, Qué.	Upholsterers Loc. 572 (AFL-CIO/CLC)	100	2,100	8,350	July 28	Wages, hours —
Les Industries Baribeau & Fils, Lévis, Qué.	Synd. des emp. des ind. Baribeau & Fils (CSD)	140	1,540	1,540	Dec. 15	Wages, hours, vacations —
FURNITURE AND FIXTURES						
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)	350	7,350	37,800	July 29	Wages, incentive pay —
PAPER						
Sonoco Products Ltd., Terrebonne, Quebec	Féd. des travail. du papier et de la forêt (CNTU)	110	770	34,980	Sept. 9 Dec. 10	Seniority, cost of living adjustment — Agreement signed: gradual recall —
Emballage Domtar Ltée, Montreal, Quebec	Chemical Workers Loc. 314 (AFL-CIO/CLC)	260	3,640	46,800	Apr. 7 Dec. 19	COLA clause — Workers agree to contract —
Abitibi Paper Co. (Thunder Bay Mill), Thunder Bay, Ontario	Canadian Paperworkers Loc. 249 and 134 (CLC)	292	6,260	36,520	July 9	Union wants to bargain for all Abitibi mills —
Abitibi Provincial Mill, Thunder Bay, Ontario	Canadian Paperworkers Loc. 239 (CLC)	400	8,570	49,720	July 10	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (CLC)	252	5,400	31,130	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)	380	8,140	46,940	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co. Ltd., Iroquois Falls, Ontario	Canadian Paperworkers Loc. 90 and 109 (CLC)	900	19,290	109,300	July 13	Union wants to bargain for all Abitibi mills —
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,670	43,220	July 15	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co., Smooth Rock Falls, Ontario	Canadian Paperworkers Loc. 32 (CLC)	330	7,070	39,840	July 15	Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	Dec.	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
Abitibi Provincial Paper, Thorold, Ontario	Canadian Paperworkers Loc. 290 (CLC)	700	15,000	83,500	July 17	Wages, fringe benefits —
Abitibi Paper Co., Beaupré, Quebec	Canadian Paperworkers Loc. 138 (CLC)	417	8,940	40,680	Aug. 20	Wages —
Domtar Packaging Ltd., Etobicoke, Ontario	Chemical Workers Loc. 495 (AFL-CIO/CLC)	340	2,040	23,120	Sept. 2 Dec. 9	Fringe benefits, other conditions — Terminated by mutual agreement —
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Canadian Paperworkers Loc. 39 and 257 (CLC)	1,400	30,000	114,000	Sept. 8	Wages, fringe benefits, other contract issues —
Spruce Falls Power & Paper Co. Ltd., and Kimberley-Clark of Canada Ltd., Kapuskasing, Ontario	Canadian Paperworkers Loc. 89 and 256 (CLC) IBEW Loc. 1149 (AFL-CIO/CLC)	1,530	32,790	120,220	Sept. 12	Wages, length of new contract —
Domtar Packaging Ltd., Red Rock, Ontario	Canadian Paperworkers Loc. 255 and 528 (CLC)	450	9,640	34,700	Sept. 13	Wages, other contract issues —
The E.B. Eddy Co., Hull, Quebec	Various unions	900	19,290	67,190	Sept. 17	Wages, fringe benefits —
The E.B. Eddy Co., Ottawa, Ontario	Various unions	600	12,860	44,800	Sept. 17	Wages, fringe benefits —
Ontario Paper Co., Thorold, Ontario	Canadian Paperworkers Loc. 84 and 101 (CLC) ILA Loc. 1477 (AFL-CIO/CLC) Canadian Operating Engineers Loc. 103 (CCU)	950	20,360	70,920	Sept. 17	Wages —
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Loc. 212 (CLC)	1,135	24,320	83,900	Sept. 18	Wages, fringe benefits, other contract issues —
Kimberley-Clark of Canada Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 289 (CLC)	152	3,260	11,360	Sept. 18	Wages —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Loc. 192 (CLC)	192	4,110	14,180	Sept. 18	Wages —
Domtar Fine Papers Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 77 (CLC)	256	5,490	10,000	Sept. 18	Wages —
Cie. Gaspesia, Chandler, Quebec	Canadian Paperworkers Loc. 455 & 858 (CLC)	525	11,250	36,940	Sept. 23	Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					Dec.	Accu- mulated	Termination Date	
	La Cie Price Ltée, Kenogami, Quebec		Canadian Paperworkers Loc. 50 (CLC)	350	7,500	24,500	Sept. 24	Wages, fringe benefits —
	Eddy Forest Products Ltd., Espanola, Ontario		Canadian Paperworkers Loc. 74 & 156 (CLC)	725	15,540	46,060	Oct. 3	Wages, fringe benefits —
	Domtar Pulp Ltd., Lebel-sur-Quevillon, Quebec		Canadian Paperworkers Loc. 492 (CLC)	400	8,570	25,430	Oct. 3	Wages, COLA clause —
	Continental Can Co., Toronto, Ontario		Canadian Paperworkers Loc. 433 (CLC)	253	5,310	15,430	Oct. 3	Wages —
	Consolidated-Bathurst Pulp and Paper, Portage du Fort, Quebec		Canadian Paperworkers Loc. 420 (CLC)	350	7,500	21,500	Oct. 6	Wages —
	Standard Paper Box, Quebec, Quebec		Féd. des travailleurs du papier et de la forêt (CNTU)	175	3,680	10,160	Oct. 8	Suspension of an employee —
	Consolidated-Bathurst Ltée, various locations, Quebec		Canadian Paperworkers (6 locals) (CLC)	3,087	66,150	177,430	Oct. 11	Wages, fringe benefits —
	St. Anne Nackawic Pulp & Paper Ltd., Nackawic, N.B.		Canadian Paperworkers Loc. 219 (CLC)	364	7,800	20,660	Oct. 12	Wages, fringe benefits —
	Cie James MacLaren Ltée, Buckingham, Quebec		Canadian Paperworkers Loc. 11 (CLC)	446	9,560	25,470	Oct. 12	Wages, COLA clause —
	Consolidated-Bathurst Ltée, New Richmond, Quebec		Canadian Paperworkers Loc. 574 & 926 (CLC)	685	14,680	39,110	Oct. 12	Wages, fringe benefits —
	Domtar Paper, Dolbeau, Quebec		Canadian Paperworkers Loc. 85 & 252 (CLC)	520	11,140	29,710	Oct. 12	Wages, COLA clause —
	Quebec North Shore Paper Co., Baie Comeau, Quebec		Canadian Paperworkers Loc. 352 & 375 (CLC)	1,214	26,010	68,900	Oct. 12	Wages —
	Reed Paper Ltd., Quebec, Quebec		Canadian Paperworkers Loc. 137 & 250 (CLC)	1,175	25,180	67,150	Oct. 12	Wages, COLA clause —
	Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario		Various Unions	900	19,290	44,670	Oct. 22	Wages, fringe benefits —
	Macmillan Rothesay Ltd., Saint John, N.B.		Canadian Paperworkers Loc. 601 (CLC)	500	10,710	24,460	Oct. 23	Wages —
	Diamond National of Canada Ltd., Brantford, Ontario		Woodworkers Loc. 2-233 (AFL-CIO/CLC)	111	2,330	5,220	Oct. 24	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer					Termination Date	Major Issues
Location	Union	Workers Involved	Dec.	Accu- mulated		Result
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario	Canadian Paperworkers Loc. 238 (CLC)	121	2,590	5,790	Oct. 24	Wages, fringe benefits, other issues —
Bowaters Mersey Co., Liverpool, N.S.	Various Unions	450	9,640	20,780	Oct. 31	Wages —
Nova Scotia Forest Industries, Point Tupper, N.S.	Canadian Paperworkers Loc. 972 (CLC)	600	12,860	26,020	Oct. 31	Wages —
Miramichi Timber Resources, Newcastle, N.B.	Canadian Paperworkers Loc. 689 (CLC)	599	12,840	24,820	Nov. 3	Wages —
Price (Nfld.) Pulp & Paper, Grand Falls, Nfld.	Various Unions	965	20,680	32,880	Nov. 13	Wages, other contract issues —
Scott Maritimes Pulp Ltd., Abercrombie Point, N.S.	Canadian Paperworkers Loc. 440 (CLC)	250	5,360	8,400	Nov. 14	Wages, fringe benefits —
Labrador Linerboard Ltd., Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	11,160	13,770	Nov. 23	Wages, fringes, jurisdiction —
Bowaters Nfld. Ltd., Corner Brook, Nfld.	Various Unions	938	20,100	20,410	Nov. 30	Wages —
METAL FABRICATING						
Quebec Wires, Trois-Rivières, Quebec	Steelworkers Loc. 7092 (AFL-CIO/CLC)	125	2,630	32,900	Dec. 16	Employees locked out, wages for females —
Greening Donald Ltd., Hamilton, Ontario	Steelworkers Loc. 3325 (AFL-CIO/CLC)	160	800	21,760	May 26 Dec. 8	Wages — Terminated by mutual agreement —
TRANSPORTATION EQUIPMENT						
De Havilland Aircraft of Canada Ltd., Downsview, Ontario	Auto workers Loc. 112 (CLC)	1,691	8,460	124,290	Aug. 22 Dec. 8	Wages, COLA clause — Return of workers —
Heatex, LaSalle, Quebec	Fed'n of Metal Trades Unions (CNTU)	300	6,300	23,100	Sept. 11	Wages —
Bombardier Ltée, La Pocatière, Québec	Fed'n of Metal Trades Unions (CNTU)	275	5,500	5,500	Dec. 2	Wages, benefits, grievance —
ELECTRICAL PRODUCTS						
Sparton of Canada, London, Ontario	National Council of Canadian Labour Loc. 212 (Ind.)	110	2,310	4,510	Nov. 3	Not reported —
NON-METALLIC MINERAL PRODUCTS						
Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,100	11,900	July 12	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				Dec.	Accu- mulated	Termi- nation Date	
Dominion Glass Co. Ltd., Burnaby, B.C.	Glass and Ceramic Workers Loc. 238 (AFL-CIO/CLC)	230	4,930	14,700	Oct. 2	Wages, fringe benefits, other issues —	
Abex Industries, Lindsay, Ontario	Steelworkers Loc. 4927 (AFL-CIO/CLC)	120	1,200	1,360	Nov. 27 Dec. 15	Wages, fringe benefits — Terminated by mutual agreement —	

Transportation & Utilities

TRANSPORTATION

City of Kitchener, Kitchener, Ontario	Railway Transport and General Workers Loc. 304 (CLC)	214	430	13,120	Sept. 9 Dec. 3	Wages, fringe benefits — Referred to arbitration —
Air Canada, (Rotating), Winnipeg, Manitoba	Air Line Emps. (CLC)	102	220	220	Dec. 2 Dec. 15	Slowness in negotiation — Return of employees —

COMMUNICATION

Telephone du Nord du Québec Inc., Val d'Or, Quebec	Communication Workers Loc. 11 (CLC)	365	8,080	41,440	July 26	Wages —
Gov't of Canada, Post Office, Canada wide	Postal Workers Various locals (CLC)	15,506	30,340	690,170	Oct. 21 Dec. 3	Wages, fringe benefits, casual hirings — Return of workers —

Trade

Steinberg Ltée, Montreal, Quebec	Retail Clerks Loc. 500 (AFL-CIO/CLC)	6,000	62,500	80,000	Nov. 26 Dec. 11	Wages, fringe benefits — Terminated by mutual agreement —
Hiway Market Ltd., Kitchener, Ontario	Retail Clerks Loc. 206 (AFL-CIO/CLC)	280	2,100	2,100	Dec. 4 Dec. 15	Wages — Terminated by mutual agreement —
Auto Dealers Ass'n. (16), Saguenay Region, Que.	Three Unions (CSD)	350	2,330	2,330	Dec. 5 Dec. 15	Wages — Terminated by mutual agreement —
Dominion Stores Ltd., Jonquière, Québec	Retail Clerks Loc. 500 (AFL-CIO/CLC)	104	100	100	Dec. 11 Dec. 12	Wages in a first agreement — Return of workers —

Service

EDUCATION

Metro Toronto School Board, Toronto, Ontario	Ont. Secondary School Teachers Federation	8,800	132,000	246,400	Nov. 12	Wages —
Univ. of Toronto (Library), Toronto, Ontario	Public Employees Loc. 1230 (CLC)	400	2,800	6,000	Nov. 19 Dec. 10	Wages — Not reported —
University of B.C., Vancouver, B.C.	Assn of U. Emps. (Ind.)	1,300	6,500	6,500	Dec. 3 Dec. 10	Restructuring wage categories — Return of library workers and clerks —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, DECEMBER, 1975 (Preliminary) (Concl'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues Result
					Dec.	Accu- mulated			
Kent County Bd. of Education, various locations, Kent Co., Ontario	Ont. Sec. School Teachers' Fed. District 2			465	1,860	1,860	Dec. 8 Dec. 12		Wages, fringes, other contract issues — Return of teachers —
HEALTH & WELFARE									
Flin Flon General Hospital, Flin Flon, Manitoba	Retail Clerks Loc. 832 (AFL-CIO/CLC)			130	2,880	17,940	June 20		Wages, other contract issues —
Various Hospitals, Montreal, Quebec	Assn des techniciens médicaux			400	400	400	Dec. 1 Dec. 2		Sympathy for technicians at Maisonneuve-Rosemont — Return of technicians —
ACCOMMODATION & FOOD									
Island Hall Hotel, Parksville, B.C.	Hotel Emps. Loc. 835 (AFL-CIO/CLC)			104	1,560	1,560	Dec. 11		Not reported —
Public Administration									
LOCAL									
City of Kelowna, Kelowna, B.C.	Public Employees Loc. 338 (CLC)			300	6,300	24,900	Sept. 3		Wages, job evaluation —
City of Montreal, Montreal, Quebec	Fed. of Public Service Empls. (CNTU)			475	1,430	8,080	Nov. 11 Dec. 4		Wages — Return of foremen —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Conditions of work

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price \$1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada; a study of legislation; Canada's need; the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price \$1.75. Information Canada, Cat. No. L34-23/1975.

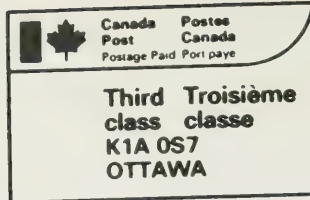
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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Government
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Job Obsolescence

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 5, May 1976

NEWS BRIEFS

234	PEOPLE	236	WORKING TIME	239	UNIONS
	• B.C. labour minister		• Auto workers' absenteeism		• BRASC's Canadian division
234	THE ECONOMY		• Happy with flextime		• Teamsters "go Canadian"
	• CLC criticises ECC	237	WORKING CONDITIONS	239	DISCRIMINATION
235	WAGES		• UBC study		• Pension and health benefits
	• B.C. minimum rises		• Assembly line abolished	240	COLLECTIVE BARGAINING
235	MOTIVATION		• One third dissatisfied		• Breakdown benefit
	• Workaholics	237	HEALTH AND SAFETY	240	MULTINATIONALS
	• Money		• Reducing job tension		• Not all bad
235	WORK		• Asbestos' toll	240	CONSTRUCTION
	• Traditional roles		• Two-fibre limit		• Instability
236	WOMEN	238	EDUCATION		
	• Daycare		• Higher marks, higher pay		
	• Women's division for Sask.		• Challenge of change		
236	JOB SATISFACTION	239	STRIKES AND LOCKOUTS		
	• Children in the system		• Bosses locked out		

FEATURES

241	Employee obsolescence: a shared responsibility by James W. Westcott
244	Preventing skill obsolescence — a continuing challenge by Gloria Quinlan
247	Labour and management — can they be allies? by H. Carl Goldenberg
250	Single-team bargaining by Ted Weinstein
253	Proposals to improve employer-employee relations in the federal public service by Roy LaBerge
256	A critical evaluation of the joint parliamentary report on employer-employee relations in the federal public service by L.W.C.S. Barnes and L.A. Kelly
260	The classification and pay system in the public service of Canada by L.J. Nozzolillo
263	Industrial and geographic distribution of union membership in Canada, 1974
270	Labour legislation in Canada, 1975 — Part 3 — industrial safety and health by Michel Gauvin

DEPARTMENTS

273	FORUM		
	• mixed blessing for public service unions	• a call to end public service strikes	• support for public servants' right to strike
275	BOOKS		
	• <i>White Collar</i> by Giacomo Patri		• <i>Equal pay for Women</i> , Barrie Pettman, ed.
	—reviewed by Roy LaBerge		—reviewed by Jane Burton
	• <i>Worker Militancy and its Consequences, 1965-75</i> , Solomon Barkin, ed.		
	—reviewed by Jean Pascal		
278	FIFTY YEARS AGO		
	• Tom Moore's May Day speech	• Japanese industrial disputes law	• Germany's family allowance system
279	PRICES AND EMPLOYMENT		
280	ADDITIONS TO THE LIBRARY		
283	LABOUR STATISTICS		

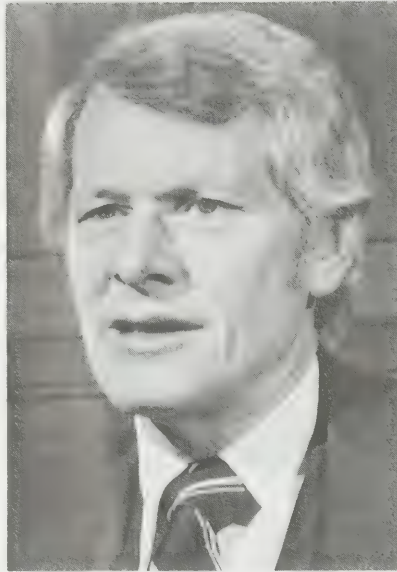
NEWS BRIEFS

PEOPLE

B.C. labour minister

Louis Allan Williams, a 44-year-old native of Glenavon, Saskatchewan, and a law graduate of University of British Columbia, is B.C.'s new minister of labour.

During the Second World War, he served for four years in the Royal Canadian Air Force, retiring with the rank of Flight Lieutenant. He has been the member of the Legislature for West Vancouver-Howe Sound since 1966.



Allan Williams



Donald MacDonald (left) former president of the Canadian Labour Congress and the International Confederation of Free Trade Unions, receives the Order of Merit of the Federal Republic of Germany from Count Max von Podewils, German ambassador to Canada, at a recent ceremony in Ottawa. The tribute was in recognition of MacDonald's contributions to the labour movement.

THE ECONOMY

CLC criticises ECC

The Canadian Labour Congress has strongly criticized the ECC's report: *People and Jobs, A Study of the Canadian Labour Market*. The report, which was made public on March 31, eight days after the CLC announced its decision to withdraw its representatives from the ECC, notes the absence of the signatures of four of the six CLC members, among them CLC President Joe Morris.

In an April 1 statement, Morris censured the ECC specifically for trying to compare American wage statistics with Canadian ones "in spite of the fact that by its own admission the two are based on different data and are not comparable."

"Canada's statistics are based on units of 500 or more employees while those in the United States are based on units of 20 or more," Morris said. "Since, generally speaking, small plants tend to pay lower wages than large ones, the resulting statistics mistakenly show American wage levels as being comparatively lower than they really are. This is the same misleading argument used by the government in trying to explain its attack on Canadian wages."

Dr. Robert A. Jenness, who led the ECC team that conducted the study, says that while it is true that the basis of measuring collective agreements is different in Canada than in the U.S., "every other available measure and every other authority on the subject" agrees that Canadian wage gains have been higher than those in the U.S. during the last three or four years.

As well as comparing negotiated increases, the report also presents data on weekly wage changes showing Canadian average weekly earnings in 1974 at \$178.17 and U.S. earnings at \$151.05. However, the report urges caution in interpreting those figures because, among other reasons, the Canadian data cover firms with 20 or more employees while the U.S. figures cover all establishments. The ECC figures do not include fringe benefits, which are generally higher in the U.S.

Morris says the report tends to make "simplistic" projections of trends in productivity and competitiveness, and contains several "subtle indications" that the ECC staff has lost its objectivity.

"The Council now seems intent on justifying the government's economic and social policies," he added. "Under these circumstances the labour movement could not continue to participate in the Council."

The final sentence of the ECC's report reads: "If the anti-inflation program introduced by the federal government towards the end of 1975 is not successful in curbing the high rates of income and price increases commanded by individuals and organizations — public and private — much of the potential of the years ahead could well be undermined."

WAGES

B.C. minimum rises

British Columbia's new minimum wage, effective June 1, at \$3.00 an hour, is the highest in Canada, followed by Saskatchewan and Quebec, at \$2.80.

MOTIVATION

Workaholics

Workaholics — people who work beyond the call of duty — may be compensating for a weak or inadequate ego, says Carlo A. Weber, of Los Angeles County's Mental Health Services.

Weber says the workaholic is not necessarily a good worker since "obsession with work alone can lead to inefficiency, fatigue and very often psychiatric and other medical disabilities."

A report on workaholics in *Human Behaviour* comments: "So long as work continues to provide a tranquilizer for a miserable self-concept, they use it as an excuse for the fact that they may have an unsatisfactory home life, no friends or no outside interests."

Money

Two Canadian academics disagree with modern management theorists who hold that participation in decision-making is a more effective means of motivating employees than money.

"Maybe money didn't motivate in the affluent 1960s...but we believe, especially now in the 1970s, that money can be a successful management tool for getting things done," write H. Kenneth Bobele and Peter J. Buchanan of the school of business at the University of Western Ontario.

Money, however, is not a panacea for curing all the ills of an organization, they write in *Canadian Business*. The use of money as a motivator must be in the context of a thorough study of the existing work system and of

how the ideal behaviour sought by management already is being reinforced.

"For example," they write, "a year-end bonus received in December will do little to improve efficiency and effectiveness the following June."

"There are many different ways money can be packaged," they add. "You can give employees a merit increase, a cost of living increase, an increase for length of time on the job, an individual or group incentive, a commission or bonus, or even a share of corporate profits. Which one you choose depends on your diagnosis of the work system and your total organizational motivational plan...If you have a strong salary benefit package and use money to reinforce productive behaviour, you have a chance to improve the process of getting things done in your organization."

WORK

Traditional roles

When two psychologists get married they appear to have the same kind of family life as most other professionals, with the wife doing the traditional "women's work" in the home and the husband doing the traditional male chores.

That suggestion comes from a survey of 200 married couples, all members of the American Psychological Association. It found that the wives did most of the cooking, laundry, marketing and child care, while the men did the gardening and house repairs.

The investigators concluded: "Sharing a profession obviously does not involve sharing the housework."

WOMEN

Daycare

Researchers from the University of Minnesota have found that mothers whose children have good daycare have better employment records than those who don't.

The researchers compared the work record of 30 mothers whose children were enrolled in the Child Development Centre, a high-quality daycare centre in Minneapolis, with those of 30 mothers whose children were not enrolled.

The mothers whose children were in the centre had lower rates of

turnover and absenteeism, and the monthly periodical *Human Behaviour* says the study suggests that "employers who offer daycare services may foster better workers."

Women's division for Sask.

The Saskatchewan Department of Labour has announced the formation of a women's division. It was created by expanding the former women's bureau, which will become the investigations branch of the new division. And it follows the establishment of a career development office to review, with the public service commission, the government's personnel policies, recruitment practices and career development programs.

JOB SATISFACTION

Children in the system

New graduates who are looking forward to being treated as adults have a rude awakening coming in the labour force, says Kenneth O. Alexander, a professor of economics at Michigan Technological University.

The American magazine, *Human Behaviour*, quotes Alexander as saying most Americans spend their school years getting their heads filled with ideals of freedom, liberty and individual expression — only to find that they are stuck with submitting to a lifetime of authority on the job.

"The worker has become a child in a

system in which there is a general acceptance of the dictum that father knows best," Alexander says. Since the workers can't meet their need for self-expression by participating in job decisions, they become alienated from their work.

Hence they direct their energies toward leisure and consumption activities, thus perpetuating management's view of workers as "unknowing, un-co-operative and unwilling, who must be forced to contribute to the goals of the firm through the carrot of wages and fringe benefits and the stick of discipline."

The periodical also quotes Alexander as warning that as American workers become more dissatisfied, they will become less productive than workers in other countries.

WORKING TIME

Auto workers' absenteeism

Absenteeism is a growing problem in the auto industry that neither management nor the United Auto Workers seem able to solve.

A reporter for *The New York Times*, Agis Salpukas, says absenteeism can go as high as 10 to 15 per cent on Fridays and Mondays, on days when the weather is bad, or at the opening of the hunting season.

One method that has been tried in UAW contracts with the agricultural implements producers gives workers credit of a half hour off for every week of perfect attendance. But Salpukas observes: "The plan has had little effect on the workers who are chronically absent, while those who come in normally have, in effect, gotten off a half-hour a week."

He also quotes UAW President Leonard Woodcock as saying the union may have to take a more active role to lessen absenteeism but he sees no easy solution: "I don't know how successful persuasion can be. Discipline doesn't seem to have any effect."

Happy with flextime

A Canadian researcher found most employees of a British firm happy about their experience with flexible working hours.

Martin G. Evans of the faculty of management studies at the University of Toronto surveyed employees of the Legal and General Assurance Society in London on three occasions: after two months

of flexitime, after three months and after six months.

On all three occasions, more than 75 per cent of the employees said they were happy with flexitime. But only indifference was shown by 70 per cent of the members of a control group at another of the firm's offices who did not have flexible working hours but were asked whether they wanted them.

Higher construction limits

The federal government has increased the maximum allowable hours of work, and the hours before which overtime must be paid, for construction workers involved in road, sewer and water main construction contract work for federal departments and agencies.

In place of the previous limit of eight hours a day and 48 hours a week, with overtime after eight in a day or 40 in a week, the new limit is now 60 hours a week, with overtime after 10 hours a day and 50 hours a week, effective April 1.

The reason for the higher limits, according to the federal labour department, is that this type of construction work tends to be seasonal compared to other construction work done for the federal government.

WORKING CONDITIONS

UBC study

The University of British Columbia has launched a study of personnel policies and working conditions for

women in non-academic positions. It is one of several initiatives by Douglas Kenny, the university president, to improve conditions for women throughout the university community.

Kenny is also asking deans what they are doing to help women graduates find employment in their fields, and to report on the number of male and female applicants for graduate study, teaching assistantships and faculty positions "and the corresponding admissions and appointments."

He is also asking student services to provide counselling programs to help first-year students choose their majors "with as little regard as possible for traditional sex-typing of fields of study."

Assembly line abolished

A report in *The Toronto Star* says productivity has increased at a plant in East York, Ont. that produces television sets since it dismantled its assembly line and made individual workers responsible for producing complete production units.

The report quotes Jack Ratcliffe, TV division manager for Philips Electronics Canada Ltd., as saying productivity increased by about 10 per cent last year. Other company spokesmen said absenteeism has declined and the quality of work has improved.

One third dissatisfied

A survey of British office workers found one third of those interviewed dissatisfied with their working environment. The major complaints were about inadequate

ventilation. Also criticized were office layout, lighting, hygiene, heating and equipment.

The survey, by the Alfred Marks Bureau, found that half the sample had been off work because of illness at least four days during the previous 12 months.

HEALTH AND SAFETY

Reducing job tension

Research at the University of Western Ontario suggests that regular sleep, exercise and good health habits may be the best way to cope with job tension.

That technique came out on top in a tabulation of managers' replies to a school of business questionnaire on how they dealt with stress. The next highest, in order, were compartmentalizing work and non-work life, physical exercise, talking with peers on the job, and withdrawing physically from the situation.

The five worst techniques were changing to a different work activity, changing strategy of attack on work, working harder, talking it through with one's spouse, and changing to a non-work activity.

The authors who categorized the respondents into high and low stress groups, noted that the high stress managers often appeared to respond to stressful situations merely by working harder.

They categorized high stress managers as aggressive people striving for achievement, restless, hostile, hyper-alert, struggling

against time limitations, channelling life so much into vocation or profession that they neglect other aspects such as family or recreation. This type is also prone to coronary heart disease.

Asbestos' toll

About 84 per cent of 1,214 Asbestos, Quebec, mine workers, X-rayed in 1974, were found to have lung abnormalities, the Quebec provincial inquiry into health hazards in the asbestos industry was told.

Dr. William Nicholson, a faculty member of the Mount Sinai Medical School in New York, told the inquiry, at its closing hearing on February 28, that a first reading of the X-rays found 60 per cent of the workers with lung abnormalities. But he said the Mount Sinai doctors had been conservative in their evaluations, and that a re-evaluation by experts from the medical school at the University of Pennsylvania raised the percentage to 84.

Two-fibre limit

The federal government has set a limit of two fibres per cubic centimetre in the air surrounding

asbestos mining, mill and dry rock storage operations. While worker safety falls mostly within provincial jurisdiction, the federal government has the authority to regulate the environment, and has established the two-fibre limit under the Clean Air Act.

On the recommendation of the department of national health and welfare, the two-fibre limit has been set for federal enterprises under Part IV of the Canada Labour Code, and for federal government departments under treasury board standards.

The limit is similar to that in force in Ontario and Quebec, but stricter than the five-fibre limit permitted in British Columbia.

Quebec has launched a provincial inquiry into dust levels in its mines and factories, and has given it a mandate to visit mines to determine whether a five-fibre limit would be adequate to safeguard workers' health.

The province's biggest mining company, Asbestos Corporation, told the inquiry it could not meet that limit by January 1, 1978, but that it will spend \$17,350,000 over the next three years trying to reach it.

The company also asked the provincial government for financial assistance.

students earning an average of about \$300 a month more than the lower one third after five years and about \$700 a month more after ten.

The findings are particularly significant at a time when some U.S. colleges and universities — including the Stanford graduate school of business administration — are discarding their traditional grading systems.

Challenge of change

An article in the British journal *Industrial Society*, says the days are long past when a university degree was all that was needed to reach the top. In today's competitive business climate, ambitious managers know they must continually update their knowledge.

Its author, Alan Cowling, principal lecturer in personnel management at the Polytechnic of Central London, says management education is needed, whether through a series of short programs, a "longish" full-time program or even attendance at part-time courses. He also says it is needed by managers of all ages, whether in their 20s or their 50s.

"Today's manager can no longer leave his career to luck or complacently assume that a benevolent organization will look after him through thick or thin," he writes. "The turbulent late 1970s and the 1980s lie ahead." Many managers would have to change their jobs or their way of doing their jobs during the next decade.

Cowling defines management education as "the process of acquiring knowledge and skills of direct relevance to the job" of a manager, and says its most important function is to produce "effective" managers.

EDUCATION

Higher marks, higher pay

Graduates of the Master of Business Administration program at Stanford University with high

grades earn more than those with lower ones.

Researchers at the university tabulated the second-year averages of male students from seven previous classes and checked each student's earnings five and 10 years after graduation.

They found the top one third of the

STRIKES AND LOCKOUTS

Bosses locked out

Usually lockouts are conducted by employers, but 70 women workers in Thailand locked out their bosses. The employees, who were protesting pay and working conditions in the Hara garment factory in Bangkok, continued to produce jeans and hats, and sold them to support their five-month sit-in.

UNIONS

BRASC's Canadian division

The 25,000 Canadian members of the Brotherhood of Railway, Airline and Steamship Clerks now have their own division within their 250,000-member international union.

At a founding convention in Winnipeg in February, 18 delegates adopted a constitution and policy statements and elected J. (Bob) Cranch, a full-time officer of BRASC since 1967, as the division's first secretary-treasurer.

The constitution provides for a Canadian convention every four years, with a Canadian national executive council to enforce convention policy and "act on all common matters of policy, finance and membership."

The founding convention called also for the establishment of a committee to review the structure of the union in Canada and report back to the next convention.

The Canadian officers now will be

formally elected at the Canadian conventions. Previously they were elected at the union's international conventions from a slate of nominees chosen by the Canadian caucus.

BRASC's first Canadian president, W.C.Y. McGregor, made it clear in his keynote speech that the Canadian members were not setting up "a separate and independent national entity by breaking away from the international as some have done and as some others have misinterpreted the intention of this event.

"Nor are we here to indulge in a mock ritual to change the image but not the substance of our Brotherhood in Canada," he said. "We are here to establish a fully functioning Canadian division of a truly international union, a division with its own constitution, its own policies and its own financial and administrative officers who will be accountable to a convention of Canadian members."

BRASC's members are drawn from transportation and related industries including railways, trucking, airlines, grain handling and shipping. They are in clerical jobs and occupations such as stevedoring, truck driving, railway dispatching. They also include air passenger agents, ships' clerks and several other work categories.

Teamsters "go Canadian"

The Teamsters union is building a new Canadian structure with three regional divisions and five trade divisions.

Senator Ed Lawson has been appointed the international director of the Canadian conference. Peter Wilson of Vancouver has been named regional director of the western division and director of the dairy and sales drivers' division, Bob Wilson of Toronto, the central

division, and Omer Malboeuf of Montreal, the eastern division.

Charles Thibault of Toronto takes charge of the national freight and cartage division, as well as being general organizer of the International Brotherhood of Teamsters. Joe Whiteford of Vancouver, who is also a general organizer, heads national construction; Jack Robinson of Toronto national warehouse and miscellaneous.

The fifth division covers brewery and soft drink workers whose division is led by Louis LaCroix of Montreal.

For Teamster executives Lawson and Peter Wilson, "going Canadian" means a "tripling in brass."

Lawson already had two jobs as an international vice-president and president of the Teamsters joint council 36 covering B.C. and the Yukon. Wilson, who added two posts is vice-president of the joint council in Vancouver.

A recent founding convention adopted by-laws that provide for the election of a 10-member policy commission from joint councils and locals across Canada.

The Canadian conference plans a national office with bilingual research facilities in Ottawa and a finance and administrative office in Vancouver. Its annual budget will be \$750,000, financed two thirds by the international union and the rest from the Canadian section.

DISCRIMINATION

Pension and health benefits

A report prepared by a Quebec provincial government committee

recommends legislation to end company insurance, pension and health programs that pay lower benefits to women than to men.

The report deals only with pension and medical insurance programs to which both employers and employees contribute. Social Affairs Minister Claude Forget has asked for comments from interested parties before legislation is drafted.

The report says that although benefits to men and women should be equal, women could be charged higher premiums for pension or life insurance schemes leading to a retirement income, because women generally live longer than men.

The committee found that more than 30 per cent of life insurance plans offer benefits differing according to workers' sex and marital status.

COLLECTIVE BARGAINING

Breakdown benefit

The eleven employees of the student society of Simon Fraser University have negotiated a contract benefit that is believed to be unique in North America: five days off with pay in the event of a marriage breakdown.

The employees say this is logical because their contract gives them five days off with pay to get married.

The contract also provides that any employee may take two weeks off with pay if he or she is adopting a child. A male employee gets two weeks paternity leave while his wife gives birth, and a female employee

who takes maternity leave of up to 15 weeks takes no cut in earnings. The student society has agreed to make up the difference between unemployment insurance benefits and what she would normally have earned.

MULTINATIONALS

Not all bad

Multinational corporations are not all bad, according to a recent International Labour Office Study, reported in the British weekly magazine, *The Economist*. Some of its findings, which the ILO says are tentative:

- Multinationals have created two million jobs in the third world, a trivial number in relation to its work

force but appreciable when set against its 54 million unemployed.

- A study of eleven European metal companies suggests that production jobs lost through transfers abroad are more than balanced by technical jobs created at home.

- Multinationals do little basic research in the third world, but they train production workers to the same degree as do local firms. They also tend to replace expatriate managers with locals as fast as they can.

- In developed countries, newly-arrived multinationals may pay better wages than local firms, but later, they generally adapt to local levels. In developing countries, multinationals pay significantly more than average wages but they also make more profits.

- Most multinationals adapt to local labour relations practices, but important exceptions were noted in every country studied.

CONSTRUCTION

Instability

An Economic Council of Canada study says construction investment has been unstable for several decades, and has contributed more to instability in the Canadian economy than all other investment sectors combined.

The study also suggests a way in which this instability could have been avoided: a policy package combining a more stable growth of the money supply and a more stable

disbursement of government grants with a partial rescheduling of major government-sponsored construction projects.

Had policies been designed to integrate better the resource boom of the 1950s — the construction of the St. Lawrence Seaway and the trans-Canada pipeline — the instability of construction would have been reduced by an estimated 30 per cent, the study said.

The 156-page report, entitled *Construction Instability in Canada*, was prepared by Ludwig Auer. It carries the usual disclaimer that the views expressed are Auer's and not those of the ECC.

Employee obsolescence: a shared responsibility

by James W. Westcott

Skill obsolescence threatens all workers, regardless of their level in a company, but its significance increases as one goes up the ladder. At the lower levels an individual is relatively powerless to significantly protect himself, but as one progresses into supervision and management there is greater individual responsibility to provide reasonable solutions to the problem.

Although obsolescence of skills is not new, it is increasing at an ever-accelerating rate. Among the factors responsible are:

Technological change: At the production level, new methods or technology can make the skills of workers obsolete overnight, and there is little that the individual can do about it. At the management level, new techniques or equipment may significantly alter management roles.

Economic pressure: Inflation, foreign competition, pressure from multinational companies, and costs associated with meeting social goals such as reducing pollution, are increasing financial pressure on companies.

They must do more at less cost to stay competitive and viable. Adjustments to meet these pressures result in a search for new production techniques and more efficient work methods. Organizations that cannot cope with the new challenges become obsolete, and so do the jobs of all or most of their employees.

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Increasing complexity of jobs:

One way to reduce costs or increase productivity is to automate jobs as much as possible, and to use people as machine-tenders. The other approach is to make more demands on the individual. In general, the lower-level jobs tend to be automated and the upper-level ones become more demanding. The implications for obsolescence are serious at both ends of the spectrum, but at the upper end the individual can do more to adjust.

Most people have a fairly good idea of how they are doing, even if they don't like to admit it. A few fool themselves completely and a few others are oblivious to what is happening.

At the supervisory and management level, the employee may find that his name is being left off circulation lists, he is not invited to meetings, deadlines are harder to meet and other people get promotions that he thought he would get.

In some organizations, people are never told what is expected of them...

At the worker level he may find that the hiring standards for his type of job are rising, that his new work-mates have skills he doesn't and are assigned to the newer, and perhaps more challenging, jobs.

As time goes on, things become less subtle. He may be fired, or given a job with less responsibility — maybe even at lower pay — or he may simply be left with pay and title but with little or nothing to do. Terminal obsolescence has now set in!

Proper attention to long-range planning, effective hiring standards and good personnel management can reduce the problems. If the organization knows where it wants to go and what it needs to get there, there will be fewer surprises.

Long-range plans will tell management what skills will be needed and give employees time to develop them. It is necessary to select employees with a capacity for growth and development, and, personnel managers must insure that the proper training and development opportunities are available.

An example: a company plans to computerize its accounting system within the next two years, but fails to give the chief accounting officer the time or opportunity to equip himself for new responsibilities. When the officer subsequently proves inadequate to the task, he is dismissed and is tagged with the stigma of failure, even though it is really the employer who has failed.

Lack of adaptability or failure to grow with the job is not always the fault of the individual. Some organizations actively discourage pursuit of learning opportunities, for fear of enhancing their managers' salary expectations or their value on the job market. Others expect junior managers to become superb decision makers without ever delegating any responsibility to them.

Inadequate communication is another common source of managerial failure. In some organizations people are never told what is expected of them, and therefore have no opportunity to correct possible shortcomings. In one recent instance, a manager was

...obsolescence is more susceptible to prevention than to cure

dismissed for incompetence six months after he had been given an excellent performance appraisal and a raise in pay. Why? The appraiser didn't know what the manager was supposed to be doing.

How to tackle the problem? Like many other disorders, obsolescence is more susceptible to prevention than to cure. Since the problem normally occurs when growth of the individual and growth of the organization are out of step, it follows that management should know where it is going, what jobs need doing, and what kind of qualifications are required before either recruiting or promoting people to responsible positions.

If the job is likely to change or expand, the employer should use psychological assessment to determine the candidate's growth

potential and adaptability. Past accomplishments are at best only a partial clue to a manager's future performance. They give no indication of whether a person has peaked, or merely taken a few steps along the road to development.

Careful screening of candidates and definition of the job are the best insurance against employee obsolescence, just as rigid adherence to a seniority system is an open invitation to failure. There is no virtue in promoting people to their level of incompetence.

One chief executive who adhered religiously to his belief in promotion by seniority opened up the vice-presidency to a succession of internal candidates, on the theory that, "We owe every one of them a chance to fail at this job." Quite predictably, they all did.

While prevention will minimize the incidence of employee obsolescence, it cannot be expected to eliminate it completely. Some circumstances or pressures simply cannot be foreseen. A person who was right for a job yesterday may be

There is no virtue in promoting people to their level of incompetence

wrong for that job today or tomorrow. What should an employer do when faced with the fact that after years of service the employee has ceased to function as an effective member of the organization?

Change the person, change the job, or change the environment. To be more specific:

- If a job calls for new qualifications and the incumbent is both willing and able to learn, provide the necessary training.
- If the job has clearly outgrown the incumbent's ability to handle it, try to restructure it and leave the incumbent in charge of those components that he or she is competent to handle.
- If the incumbent is clearly beyond his depth and it is impractical to



Right for a job yesterday — wrong today?

NFB

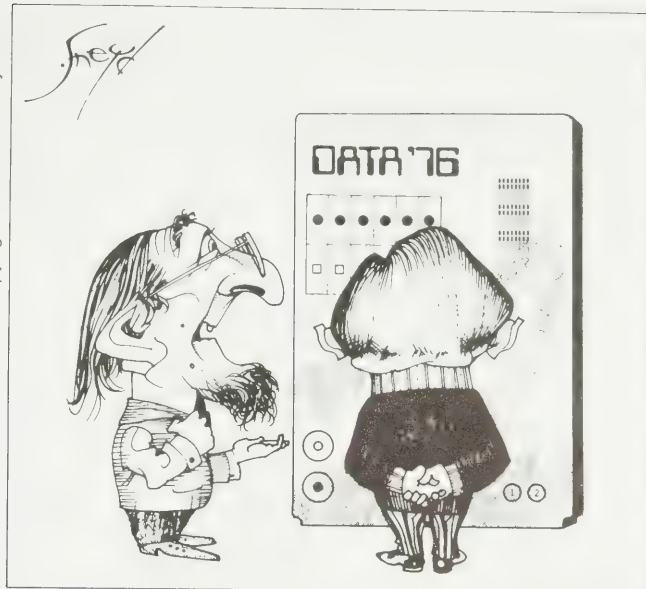
restructure the job, reassign him to some other position, even if it means a demotion. The change of environment and the satisfaction of doing a manageable job may outweigh feelings of humiliation.

While there are some things that the individual cannot control and about which he may not have advance warning, the wise employee will learn to maintain personal growth and to avoid being laid off. The basic thing is to assume a conscious responsibility for his career, to keep aware of what may have an impact on it and to be prepared. There is little room for complacency.

I once interviewed a "practical accountant" who had just been fired by his long-time employer because he could not handle the increasing complexity of his work. He was intelligent and hard working. A few years before, when he wanted to earn more money, he took a second job doing the same kind of work. He put in many hours a week but did not increase his skills. His decision to increase his income by working more rather than by upgrading his skills was effective in the short term, but disastrous in the long term. He was working so long and was so tired, he didn't even notice his growing obsolescence until it was too late.

A person should be realistic about his or her goals, realistic in terms of ability and training, both obtained and obtainable. Sometimes an employee does not wish to or cannot acquire the new skills necessary to retain his job or to advance in a particular company. His choice may be to take a lesser job where he is, or to move to another company where his skills are still needed. He must, however, be prepared to make another move if his second company grows.

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"It does the work of 10 businessmen or 25 government employees."

In short, if the individual is to avoid obsolescence he should set realistic goals, keep alert to the changes that will affect him, and do what is necessary to be current. This may result in a deliberate decision to move to a less highly-developed organization.

In most cases of employee obsolescence, both company and individual must share the responsibility. It is better to face the problem directly and quickly than to try to avoid it and hope that it will go away.


One of the more unfortunate legacies of the 1930s is the widespread notion that any job is better than no job at all, that even temporary unemployment is an unmitigated disaster. This is not true.

Keeping men or women in jobs for which they are not qualified is false kindness

Keeping men or women in jobs for which they are not qualified or where they are unhappy is false kindness. It undermines their self-respect and allows any skills and abilities they do have to degenerate through disuse. Far from protecting an individual, all it may achieve is to postpone the day when something finally snaps and he resigns or is fired — an older, less competent, and far less desirable candidate for alternative employment than he otherwise could have been.

It makes sense to explore with the employee the various possibilities that are open if the job or the individual cannot be changed:

- early retirement;
- outplacement assistance and severance pay if the person does not wish to retire;
- reassignment within the organization where possible.

It can offer the individual a new start, a new career and restored self-confidence and respect. 

Preventing skill obsolescence — a continuing challenge

by Gloria Quinlan

In the time it takes you to read this article, some part of your job may become obsolete. The threat of obsolescence hangs over the head of every person in the work force. Doctors, engineers, skilled workmen and assembly line workers, all are required to meet the constantly changing demands of the marketplace.

Obsolescence can be treated as either a threat or a challenge. How individuals view the problem determines how they will respond to it. They can either ignore it and hope the problem will go away, or they can try to do something about it. An increasing number of people are finding education to be a useful solution.

Adult education today is booming. As Canada's population grows older and the population bulge moves from adolescence to adulthood, the concentration of educational needs changes. Educational services are also changing to reflect these needs. One particular need that adult education is fulfilling is the demand for courses relating to careers. This socio-economic relationship is demonstrated by figures from Statistics Canada which show that within the 10 year period from 1962-63 to 1972-73 the growth in full-time university enrolment grew by 127 per cent, while the growth in part time enrolment was 363 per cent. By 1972-73, there were more than 30 per cent more people in evening courses than in the regular programs. While these figures represent only a portion of the adult

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education market, they are generally accurate reflections of what is occurring in the entire field of adult education.

An increasing portion of adult education courses are career-oriented. Within part-time university enrolments, more than 70 per cent of participants are taking professional development courses. One does not need to search very far to realize that the increase is due to "change."

Change is endemic to our society. We are undergoing rapid technological change coupled with a reorganization in the patterns of work. The impact of so much change on employment elicits strong emotional reactions. To people who find it difficult to adapt and be flexible, the threat of change in their work environment hangs over them like a sword of Damocles. To others, who are accustomed to living with change, it is a positive opportunity to expand their knowledge and horizons. Some of them even anticipate change and learn new skills before they are required.

We no longer expect that education received in high school or university will be sufficient to carry us through an entire career. Education is simply a passport to enter a job or career. And like passports that have to be renewed every five years,

our learning needs periodically to be updated.

The lifespan of knowledge is growing shorter. Man's knowledge doubled in the first half of the 20th century. It now is estimated that it will double every five years or less, meaning that half of what we learn today will be obsolete in only five years. While this does not hold true for every job, more jobs are becoming subject to change from reorganization or redistribution of duties, as well as by infusions of new knowledge.

When considering the problem of change, and therefore obsolescence, it is helpful to separate it into two areas. One is obsolescence of the job, which requires retraining for an entirely new career. The second is obsolescence of information which creates the need for constant updating. These two areas of obsolescence encompass the entire work force. No one escapes. The blue-collar worker may suddenly find his job automated and himself redundant and expendable. The professional can quickly find his knowledge out-of-date and his competence in question.

Obsolescence, whether of job or information, is therefore of common concern to the entire labour force.

A variety of responses to the problem of obsolescence have evolved. The solutions vary depending on the level of concern and responsibility involved. Generally, if an individual is worried

about keeping himself up-to-date or improving his career outlook, he will take the credit and non-credit courses offered by school boards, colleges and universities. If a business or company is concerned about the quality of its staff, it will offer in-service training sessions. Professional associations are also becoming active in their concern that members keep themselves up-to-date and sponsor seminars and workshops tailored to their members' interests and needs. On a national scale, public concern for the quality and quantity of the manpower supply and its proper distribution has been the impetus behind the federal government's manpower training programs.

A great deal of informal learning also takes place. Reading technical journals, and discussions with colleagues are an important part of the workday and contribute to keeping people abreast of developments.

When considered in total, the activity and energy expended on career-oriented education, both formal and informal, truly is staggering. It would be safe to predict, however, that the time and money spent in the past five years to combat obsolescence is only a fraction of what will be spent in the next five as the pace of change becomes more widely recognized and more people enter the labour force.

Professionals are being forced to devote more time, thought and money to keep up with advances in their field. In engineering, architecture and medicine, changes in equipment, materials, and techniques are readily apparent. The growth and development of the computer — particularly the mini computer — has revolutionized the practice of chartered accountants. Inflation and new tax laws have also affected lawyers and accountants.

The backbone of all professions is their code of ethics, which

generally states that "a professional shall undertake only such work as he is competent to perform by virtue of his training and experience." This precept has left the problem of keeping up-to-date to the individual professional who must diagnose learning needs, determine deficiencies, seek out the courses, workshops or reading materials to meet his requirements. Finally, he or she must have sufficient self-motivation to take the appropriate course of action — a lot to expect from busy people. Many professional associations are taking steps to ensure that their members are current in their knowledge.

We no longer expect that education received in high school or university will be sufficient to carry us through an entire career

The individual alone can no longer be expected to cope with the accelerating pace of change, and needs the help of a professional organization. Furthermore, the associations are increasingly aware of their responsibility to protect the public from practitioners whose standards of practice are below par. Professional development appears to be one way to keep all members up to acceptable standards.

The Canadian Institute of Chartered Accountants — the national organization of Canada's approximately 25,000 chartered accountants — is a prime example of a professional association concerned with the continuing educational needs of its members. A "special committee on required professional development" was set up by its board of governors to investigate and make recommendations on the feasibility of introducing compulsory requirements. As part of its

investigation, the committee surveyed six other professions in Canada: engineering, law, medicine, nursing, dentistry and architecture.

A questionnaire was sent to provincial and national organizations of each profession and a total of 52 replies — a 73 per cent response — were received. The results showed that the medical professions have made the greatest inroads into professional development programs for their members. Of the 29 dental, nursing and medical respondents, all except one encourage their members to take continuing medical education, and more than half offer courses, themselves. Three have instituted "required professional development" whereby members must obtain a specified number of course points or credits within a limited period of time or forfeit membership. In most cases, forfeiture means loss of right to practise.

Of the seven engineering associations which replied, all encourage their members to take further education, and four of those either offer courses or sponsor them indirectly through colleges and universities.

All except one of the architects' associations encourage their members to take professional development. Three offer courses and two do not because of small memberships. Two associations are considering mandatory requirements.

Of the 10 respondents in the legal profession, only one does not actively encourage continuing education, yet all offer courses for members. Four law societies have the matter of compulsory requirements under review.

The survey also showed that of the organizations which sponsor courses, one third have done so,

only since 1970. This growing interest in maintaining up-to-date knowledge and skills for their members is clearly a recent phenomenon and no doubt a harbinger of things to come.

The Canadian Institute of Chartered Accountants again is a case in point. Professional development courses were started in the 1960s. They have grown quickly in recent years, and in 1974-75, the annual expenditure on courses was \$850,000. For 1976-77 it is projected to be \$1.8 million.

Eric J. Reynolds, director of professional development for the institute states that "obsolescence is a serious problem, but we have no handle on just how serious." He feels that although compulsory requirements ultimately will become a reality for most professionals, he would prefer to use persuasion so that members would themselves learn the benefits of taking courses.

Required professional development has been a reality with the College of Family Physicians of Canada since 1954. It is the oldest such program in Canada. The prime objective of the college is to keep its voluntary membership of 4,200 general practitioners up-to-date. Postgraduate study of 250 hours every two years is required to maintain membership. Because it is a voluntary organization, it cannot impose the threat of loss of license to practise should members not meet their requirements. Even so, the number who fall short of the 250 hours and therefore lose their membership, is less than 1 per cent a year.

Dr. Donald I. Rice, the executive director, feels that eventually, all professionals will need to demonstrate competence for license renewal. Rice thinks that the more professional development can be built into daily living, the better it is. He cites as examples the use

of audio cassettes which can be played at any time — when driving or relaxing.

Another technique the college uses to help keep its members current is a self-evaluation questionnaire which is included in its magazine distributed to 18,000 physicians. Questions are marked by a computer, and the results, accompanied by a reading list in areas of deficiency, are returned.

This experience demonstrates the role of a professional association in helping to prevent obsolescence.

What about the future?

Obsolescence will continue to create a need for retraining and professional development. A number of other factors also will influence the growth of career-oriented courses.

It is generally recognized that activity in adult education is related to the highest year of schooling completed. Statistics also show that younger adults in the 25 to 29 year age group are more likely to participate in continuing education than are older people. As incomes rise and the workweek shortens, more people will have a greater opportunity to participate in continuing education. Young people will be motivated to take professional development courses because it will have a real payoff in increased earnings and job prestige. Housewives returning to the marketplace, career mobility and a greater prevalence of sabbaticals, will add to the demand for career-oriented courses.


The Commission on Post-Secondary Education in Ontario foresaw these developments and tried to prepare for them. It recommended:

- shorter courses for intensive upgrading or retraining for professionals and para-professionals;

- part-time and full-time students should be equally eligible for student assistance programs;
- a structure be devised for investing funds income, salary or wages to provide for periodic study leaves where it is desired by the professional, salaried employee or wage earner;
- that refresher courses be developed to provide for the continued competence of people operating at all levels; and
- future agreements between unions and employees to permit workers a choice of either salary increase or equivalent educational benefits for studies of their choice.

These proposals are both necessary and desirable, but can our society sort out its needs and priorities in order to implement them?

Traditionally, professional development has occurred in a haphazard, unplanned manner. Now, the introduction of mandatory requirements is being imposed on professionals. In the minds of some, there is no doubt that required professional development is coming. Professional associations are likely to continue to set standards and mandatory requirements for continuing education are likely to be part of the policing to ensure standards are maintained.

Much the same will be in store for the rest of the labour force. Whether education will be chosen by the individual or imposed on him by his employer, it is clear that the prime ingredient for successful participation in today's labour force is the ability to cope with change. The sooner this fact is accepted and acted upon, the better prepared we will be to face the challenges that change presents. 

Labour and management — can they be allies?

by H. Carl Goldenberg

Labour and management are mutually dependent and, therefore, *must* be allies. Without their allied efforts the modern industrial system would not exist.

Why then is their relationship marred from time to time by conflict? In a society where people enjoy freedom of expression and the right to bargain collectively for the determination of earnings and working conditions, it is inevitable that there will be conflicts.

We have for some years been living in a period of worldwide unrest that is by no means restricted to industrial relations nor to those who have traditionally been considered "labour." Strikes are no longer confined to workers in mines and factories. In Canada and the United States, there have been strikes by medical doctors, engineers, university professors, school teachers, nurses, civil servants, policemen and firemen.

A few weeks ago, in France, thousands of lawyers, including virtually the whole Paris Bar, went on strike in protest against a government measure aimed at decreasing legal fees, and they walked out of the courts in their formal robes to join a mass demonstration.

A basic cause of industrial unrest is that we are living in a society of rising expectations, where more and more people want more and more of the good things in life. Industry encourages and intensifies their demands by mass advertising

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and the styles of living it portrays, particularly on television. Banks and finance companies encourage and facilitate the borrowing of money to attain those styles.

Rising educational levels also increase the desire for more material goods. In this respect workers are no different from other people, and they look to their trade union leaders to obtain for them the necessary means to satisfy their growing wants. As the younger generation of workers takes over, the unions become more militant in their demands and the older leaders face rebellion if they cannot succeed in satisfying them.

Increasing demands flowing from rising expectations, particularly in a period of serious inflation, naturally create friction between labour and management. But it is not only money disputes that may disturb labour-management relations.

Another basic cause of industrial unrest today is the fear of workers that they will be displaced because of technological change. Men trained in particular skills may find that such skills are no longer required because they have been replaced by machines. They may be at an age when they can no longer be retrained or obtain new

employment and the loss of their jobs may affect their pension rights and other acquired rights.

There is, fortunately, a growing realization that it is the responsibility of management to give adequate advance notice of proposed changes, to consult and seek agreement with the union representing its employees on the best means of adjusting to the changes, and to provide for compensation and, where possible, retraining or relocation. This is now provided for in major collective agreements and, to a degree, by law. It is essential to adapt both law and practice to the human requirements of a changing industrial society. Job insecurity does not help maintain the morale of the workforce on which good employer-employee relations depend.

Workers' morale will also deteriorate in industries that are subject to a relatively high rate of accidents, and in those where the use of hazardous substances endangers the health of the employees. If such industries are more subject to industrial conflict than others, it is because these occupational hazards are important underlying factors. A worker who, rightly or wrongly, feels that his health or his safety are not matters of concern is little inclined to be a friendly ally. If governments will set proper standards and enforce health and safety regulations effectively, they will also improve the climate of industrial relations.

But in this area, governments — regrettably — tend to economize.

There are also other factors affecting labour-management relations. We hear much these days about the effect of the generation gap on our society. It also affects industrial relations. The younger workers tend, perhaps naturally, to be more militant in their relations not only with the employer but also with their own union leadership. They are often responsible for the rejection of agreements negotiated by their union officers.

The seniority rule is a basic provision in collective agreements. It provides a form of job security for longer-service employees as well as a preference with respect to other benefits. One of these preferences is frequently the choice of vacation schedules. The older workers can thus choose to take their vacation in July and August, when the schools are closed, while the younger workers, with school-age children, are prevented from taking their holiday with their children because, until they have acquired the necessary seniority, they are forced to choose a time during the off-season. This causes discontent and may contribute to the rejection of an agreement.

Another instance of the generation gap is the difference in attitude towards an increase in wages versus larger pensions. The older worker is naturally more interested in his pension, the younger prefers immediate wage gains. As a result, in a vote on a new agreement which appears to place more emphasis on pension improvements than on wage increases, the agreement may be rejected if the younger employees are in the majority. Here we have a conflict of interest not between the employer and the union but between the younger and the older employees. Such conflicts create problems for unions and complicate contract negotiations.

The attitude of younger workers is also affected by monotonous and, to a degree, dehumanizing work. Charlie Chaplin showed the effect of repetitious and tedious tasks on the worker in his famous motion picture, *Modern Times*, some 40 years ago.

The monotony of the task on the assembly line is now a major cause of absenteeism, alcoholism and high labour turnover in factories. The younger and better educated workers of today resent regimentation. Moreover, they are more mobile and less attached to the job as such than those who preceded them. They give vent to their frustrations in militancy and may even prefer a strike to a settlement, because a strike provides a relief from the monotony of their jobs.

A basic cause of industrial unrest is that we are living in a society of rising expectations

Enlightened employers in North America and in Europe are now recognizing the gravity of this problem and are seeking methods for "humanizing the work place." "Group assembly," for example, provides each worker in the group with a greater variety of tasks and more opportunity to use his skills.

In this context, a major Canadian corporation is now experimenting with a system that allows employees to learn all the jobs in the mill and to switch jobs regularly for variety. The program was initiated jointly by the employers and the union. By making work more interesting and more challenging, the psychological causes of conflict, which are very important, can be reduced.

Collective bargaining in good faith is predicated on a certain minimum of mutual trust and confidence. And the latter are more likely to develop where labour and management are in communication with each other in their day-to-day relationship than where they meet only as adversaries across the bargaining table to negotiate the renewal of a collective agreement every two or three years. On-going consultation during the life of the agreement can serve to reduce tensions and narrow the area of conflict by resolving contentious issues in advance of formal contract negotiations.

Where there is a will, responsible employers and responsible unions can adapt the collective bargaining process to a co-operative approach that avoids confrontation and its consequences.

In the recent past, inflationary pressures have greatly increased the number of man-days lost through strikes, with the result that the right to strike and its extension to the public sector has become a matter of serious concern. There is more and more questioning of the adequacy of existing laws to protect the interests of the parties and, more particularly, the public interest.

Should the right to strike, which is already carefully defined by law, be further restricted? Should strikes in certain services be prohibited? Should we try to set up new machinery for dealing with industrial disputes? Should we adopt machinery and practices that we are told have worked better in other countries? It is easier to ask the questions than to find the answers.

There is no cure-all for settling industrial disputes without strikes or lockouts. Simplistic solutions, of which there are many, will not do. Nor can we easily transplant to

a diverse country like Canada the centralized bargaining system of Sweden, where approximately 95 per cent of blue-collar workers and about 70 per cent of white-collar workers are unionized as compared with one third of non-agricultural workers in Canada. Even in Sweden, the incidence of strikes has increased, the number of man-days lost rising from an average of 49,000 in the period from 1960 to 1968 to almost 840,000 in 1971.

Australia's experience with compulsory arbitration proves that prohibiting strikes does not prevent them from occurring: it merely makes them illegal. Between 1962 and 1971 the number of working days lost through strikes in Australia rose from 508,000 to more than 3,060,000.

Laws in themselves cannot solve the problems flowing from the conflict of interests that gives rise to industrial disputes. Problems in labour relations are human problems; they are not purely legal problems.

This does not mean that laws are not necessary to restrict the exercise of the rights of both unions and employers.

Trade unions are no longer voluntary associations of workers; they have acquired quasi-public powers. They now have monopoly bargaining rights in units appropriate for collective bargaining; they may freely negotiate union security clauses ranging from an "open union shop" to a "closed shop;" and they have almost complete control over entrance requirements and continuing membership. Such rights and powers lend themselves to abuse and call for protection by law of the rights of the individual worker. They also call for responsibility to the public.

In industrial relations, the public image of the parties is important. It is a factor that neither labour nor management can afford to ignore. When management provokes its employees by arbitrary exercise of its disciplinary powers or by permitting grievances to accumulate or by stalling negotiations, it is acting irresponsibly. Similarly, when unions call strikes that are unjustifiable or employ unreasonable pressure tactics during negotiations, at the expense of sections of the public, or make demands that disregard the broad public interest, they are acting irresponsibly. The public is not aware of the frustrations that lead to irresponsible conduct but responsible labour leaders know that unions cannot ignore the impact of their conduct on public opinion.

It follows that with the extension in recent years of the right to strike to employees in the public sector, regard must be had to the effect of the exercise of this right on the public interest. Where the interests of a group conflict with the overall interests of the community, the public interest must prevail. Accordingly, where the health, safety or security of the public — as distinct from its convenience — are likely to be injuriously affected by a work stoppage, the law must provide for appropriate and enforceable measures to assure the maintenance of vital services and a reasonable minimum of other essential services affected by the dispute.

To this end, the legislation governing the federal public service provides for the designation of employees whose task is deemed essential and who are, therefore, prohibited from participating in a work stoppage. Where the public interest is in fact threatened, the state must act to protect it.

In Canada, government now has gone beyond dispute settlement in intervening in industrial relations. Basing its action on the national interest, Parliament enacted anti-inflation controls that include the imposition of limits on wage increases over the next three years. Wage settlements in collective agreements to which the controls apply must now be acceptable to government representing the public. The final decision rests with government agencies. The effect, of course, is to limit the freedom of the parties to bargain collectively on wages. This is a radical change in our industrial relations system and some of the reactions are, therefore, understandable.

Government must appreciate the impact of a radical change in policy on established institutions and be prepared to revise it as may be required, with particular regard to the need for equity in its application. Both labour and management have an interest in participating with government to this end.

As the air clears, it is to be expected that the parties will somehow adapt to the new situation. In the United Kingdom where, admittedly, the rate of inflation has been much higher than ours, labour and management, co-operating with government, have succeeded in adapting collective bargaining within the confines of a maximum flat wage increase of six pounds a week. How the parties adapt in Canada will materially affect the climate of industrial relations for some time to come. In my opinion this will be largely determined by the effectiveness with which the Anti-Inflation Board exercises its powers to control prices and profits. [g]

The foregoing was condensed from a recent address by the author to the Canadian Club of Montreal.

Single-team bargaining

by Ted Weinstein

When negotiators for Labatt Breweries of Canada open contract talks with their union counterparts, their goal is to get a settlement favourable to the company, which at the same time will win union ratification and avoid industrial unrest. But other thoughts go through their minds — concepts such as employee self-esteem, dignity, motivation — and play an important part in bargaining. In fact, these concepts are an integral part of Labatt's "single-team" bargaining strategy.

"Defusing the confrontation mood of contract bargaining is the thrust behind single-team bargaining," says Thomas Crossman of London, Ont., Labatt's personnel director and creator of this unique form of negotiation.

Union and company work jointly to solve problems brought up by either side. "The solutions we work out are mutually satisfactory. In our view — a view shared by the employees' union — single-team bargaining means the union and company are on the same side. We work for the same company, we both have the same goals: what's good for the company is good for the union."

Crossman's brainchild was put to the test in 1972 when he was Labatt's labour relations director. (Crossman now does not negotiate contracts, but his bargaining teams are thoroughly versed in the single-team method.) Contract talks with the Edmonton local of the union — then the International Union of United Brewery, Flour, Cereal,

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Soft Drink and Distillery Workers of America — had broken down and a strike was only hours away when Crossman suggested everyone take a break. As he and the president of the union local sat in lounge chairs, Crossman asked outright what was bothering the union.

In the following few minutes, Crossman saw the union concerns, problems, and frustrations from the employees' point of view. Armed with a better understanding of the union's unwillingness to settle, the company negotiators returned to the bargaining table and several hours later signed a new contract.

Single-team bargaining was subsequently revised, improved, and adapted. Based on the premise that Labatt's 2,600 unionized workers are employees of the company first, and union members second, single-team bargaining stresses co-operation over conflict in union-management relations.

"What's good for the company is good for the union"

The rules are simple. Union and management representatives prefer to sit in a casual setting rather than use a bargaining table delineating sides. If a table is needed, the representatives are interspersed around it. Flip charts focus attention on solutions to problems, not differences in point of view. In discussing problems, there is no one spokesman. Anyone may speak on any subject. No statements are binding. The constraints and limitations in solving problems are outlined at the beginning. Neither side refers to itself as the union or the company. Any agreements reached are accepted in writing by both sides.

The philosophy and trappings of single-team bargaining are simple, but they yield results. In fact, recalls Crossman, "even the expression 'single-team bargaining' was coined by the very method we had used to avoid the Edmonton strike. After we had signed the agreement, we sat around, discussing what had just happened. We were trying to verbalize our experience, our feelings. 'What are we going to call what just happened?' someone asked. A union representative said the agreement had been negotiated as if there were no sides, there was no union-versus-management mentality. 'It was as if we were one team,' he said. I agreed, so did the other persons in the room, and the process of single-team bargaining was named through the actual application of the theory."

Through single-team bargaining, Crossman continued, Labatt tries to

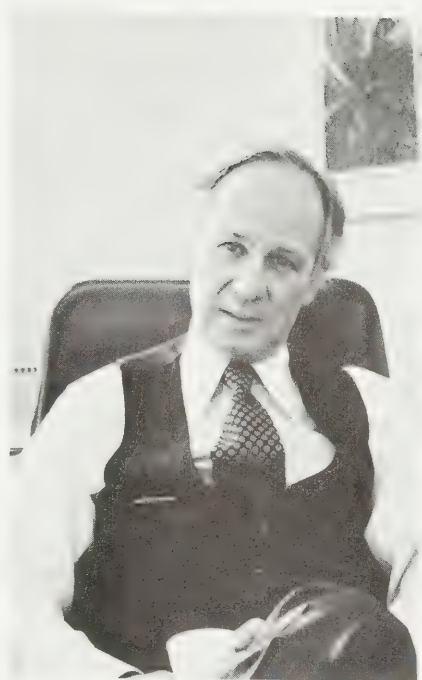
satisfy the needs of its employees. "Everyone wants to retain individual dignity and self-esteem. We go a step further, we try to recognize a person's need for self-actualization. We want to involve our employees in the problem-solving process.

"Is not the success of any organization as much a concern to employees as it is to the company? Don't forget, the union has a stake in our company. No one wins when employees strike for unattainable demands. I think we've long passed the point at which labour is being exploited. Unsafe conditions, long hours in sweatshops, job insecurity, are not the issues today that they were 75 years ago. To me, this implies a change in the purpose of unions.

"I must point out, however, that single-team bargaining is only effective in discussing non-monetary issues such as contracting out, management rights, casual labour, and so on. We do not discuss wages or benefits in this context. But through the single-team approach, we establish a mood of co-operation, trust, and mutual respect. By the time economic issues arise, we have established team feelings, and economic talks can go smoothly.

"Single-team bargaining doesn't mean that the union is giving up its demands. What changes is the method by which you determine what the final settlement will be. We agree on the general range in which the final figure will fall, then we bargain on specifics."

Crossman emphasizes that single-team bargaining is meant to give the union greater say in problem solving and change implementation. It is not meant to compromise the union. All



Crossman: "We want to involve our employees in the problem-solving process."

employees have knowledge and skills related to their jobs and their work that can be helpful both to the company and to themselves. The new role of unions, he says, lies in this area: to enable union people to participate meaningfully in the decisions made by management that affect employees.

"I mean participation in the sense of a union being a partner in the organization rather than a hostile party. Unions are legitimately entitled to be full members of our organization. Management still has to manage, but if the full resources of the organization are not being utilized, and this includes the human resources, management is not optimizing."

Single-team bargaining is not meant to circumvent the joint consultation process, Crossman stresses.

Labatt's is committed to notifying the union as far in advance as possible about changes in policy. Formal and informal consultation committees have been meeting for years. But single-team bargaining homes in on issues more relevant to contracts. If irritating problems are allowed to fester until bargaining time, feelings become so strong, he says, that there is very little room to negotiate.

The Labatt philosophy tries to undermine the adversary type of union-management relations so prevalent in contemporary industrial relations. "Adversary relationships are accepted and practiced in probably 99 per cent of all employer-employee relationships," notes Crossman. "That doesn't make it right, it only means we have learned to live with a very bad habit.

"Adversary bargaining is wrong from a human relations point of view. This type of bargaining is prevalent in the civil service because public employees have only recently been given the right to bargain collectively and to strike. Private industry has learned to adapt to an

"...single-team bargaining is only effective in discussing non-monetary issues..."

unwieldy and unpleasant structure. We've learned there are some things done for show and for the sake of what is expected: tough bargaining, tough talk. The members must see their union fighting for them. Single-team bargaining gives union negotiators good solutions to the problem through co-operation and hard work, not through hard fighting.

"In addition, the adversary system works on the 'win-lose' principle that in contract settlements, one side wins and the other side loses. Single-team bargaining makes everyone a winner. If problems are solved to the mutual satisfaction of all concerned, no one loses face, everyone wins.

"A major problem with industrial relations is that everyone knows it has to be improved, but no one can put a handle on how to do it. What are the alternatives to collective bargaining? Final offer selection and binding arbitration compel unions to give up their right to strike and leave the solutions to a third party. Single-team bargaining is an alternative that give up any rights. It doesn't make bargaining easier, and it requires doesn't require legislative changes, nor does it require either party to more work, because it is based on problem solving.

"Adversary bargaining is wrong from a human relations point of view"


"Under the conventional system, management representatives examine union demands and decide which are within the realm of possibility. Positions are hardened in advance, strategy is planned even before management has met with the union. Parties are inflexible.

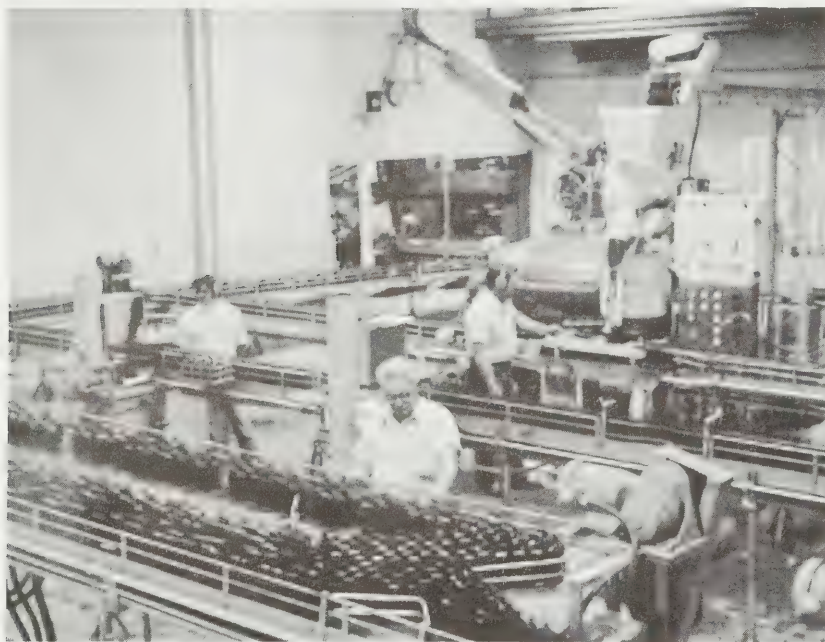
"Single-team bargaining leads parties to think that the question is not whether union demands should be met, but whether both union and management can together come up with a solution agreeable to everyone. We use brainstorming sessions, we use lateral thinking techniques. We learn how to work together to solve problems."

When the union presents problems instead of demands, the membership is not dug in on one specific solution. Management becomes more willing to listen when it perceives problems instead of demands. The union bargaining committee has more flexibility when the solution is not fixed in advance. Open discussion provides solutions more satisfactory to both sides. The adversary element is replaced by mutual trust and co-operation. The emphasis on solving problems is shifted to what is right rather than who is right.

On the negative side, single-team bargaining will not work as well if there is a decided lack of trust, or if union and management have a history of poor labour relations. There is often a tendency for the company to want to take final positions on each proposal. Both sides must learn how to open up. More time is required for bargaining because problem-solving can take longer than traditional negotiating. And, each side must be fully committed to the single-team philosophy, each side must be determined to make it work.

One thing cannot be denied. For Labatt Breweries, single-team bargaining works. In 10 years, the company has been struck twice, including one wildcat walkout. Considering the company has 35 contracts with the union, and contracts are renegotiated every year or two, it is an enviable record of industrial harmony.

The concept of single-team bargaining has been outlined by Crossman in a book he hopes to have published soon. If the book is as successful as his philosophy, he could have a best seller in a rather short time. 



The modern bottleshop

Proposals to improve employer-employee relations in the federal public service

by Roy LaBerge

A special joint parliamentary committee has recommended that the right to strike be retained for most federal public servants but that there be heavy penalties for those who strike illegally.

In its 81-page report to Parliament in February, the special Senate-Commons committee on employer-employee relations in the public service also recommended:

- that authority be given the Public Service Staff Relations Board to impose penalties for proved infractions of the Public Service Staff Relations Act. There would still be resort to the courts, but only in the case of the most serious offences;
- that the employer retain the right to introduce technological change, but that the scope of bargaining be extended to include both technological change and job classification. Strikes, however, would not be permitted over these issues, and unresolved differences would be subject to arbitration by the Public Service Staff Relations Board.
- that a special task force be appointed to review the Public Service Employment Act and the role of the Public Service Commission in employer-employee relations and in personnel management.

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Thomas Studio

The committee recommended also that the PSSRB draw up regulations for what is now established practice: the use of the secret ballot for any strike vote or ratification vote. It suggested the right to vote be extended to every member of the bargaining unit rather than remain restricted to union members.

The joint committee was established in October, 1974, to study a report by Jacob Finkleman, chairman of the PSSRB, on employer-employee relations in the public service. Before submitting its final report, it held 40 public hearings and received 31 briefs, among them two supplementary reports from the PSSRB chairman. It also submitted preliminary recommendations that the PSSRB be allowed to sit on panels and to have more full-time members.

The right to strike...should not be withdrawn "merely to overcome inconvenience"

In its final report, the committee said some of the witnesses who appeared before it wanted the strike right taken away from public servants, but it concluded: "Where the activities of the parties engaged in collective bargaining do not adversely affect the public interest, the collective bargaining process should be free to operate without government intervention.

"But when the public interest becomes adversely affected, government and Parliament should be prepared to intervene."

The committee recommended that "when Parliament is dissolved, the governor in council should be empowered to suspend the right to strike whenever in his opinion a strike is adverse to the public interest."

The right to strike, however, should not be withdrawn "merely to overcome inconvenience," the committee said.

The committee also noted that certain designated services must be maintained during a strike under the present safety and security provisions of the Act. It wants these designated services extended to cover health and protection of public property.

The report observed that some witnesses who appeared before the committee wanted the strike right

withdrawn from any employees engaged in essential services. The committee found "essential services" too difficult to define, and said the term could lead to the inclusion of most public servants.

Another change the committee recommended was that the designated positions be placed on a permanent list. They now are frequently in dispute during each round of collective bargaining.

In case of unlawful strikes or lockouts, the PSSRB would be empowered to issue a cease and desist order which would be filed in a court "and entered in the same manner as a judgment and enforceable as such."

The report observed that since the Act was passed in 1967, there had been only 11 legal strikes, but more than 50 illegal ones. However, fewer than 20 employees were involved in each of 18 of the illegal strikes.

It said the public service unions, "apart from the recent actions by certain union leaders" deserve, with few exceptions, public appreciation on several counts:

"They have overcome the inherent organizational fragmentation and geographical dispersion of their constituents and brought them together into stable and enduring national bargaining units for the purposes of collective bargaining.

"They have written viable constitutions to govern their internal affairs which adopt and preserve within their organizations the democratic traditions of this country.

"Despite the immediate climate of the collective bargaining relationships and the tensions generated by disputes, their leaders have generally operated within the law

The committee found "essential services" too difficult to define

and have endeavoured to restrain those who counselled otherwise. Public service unions have brought to the negotiating table a respect for rational arguments, institutions and processes, producing an approach to settlements good enough to merit study by many other jurisdictions."

The committee proposed a "general aim" of limiting the involvement of the courts and placing greater emphasis on the parties' own responsibility and on the PSSRB. The judicial procedures had "proven too cumbersome and expensive, and court decisions lacked uniformity."

The committee, however, deplored one practice that did keep cases out of court: securing "the termination of unlawful activity in exchange for a waiver of prosecution or disciplinary action." Hence it recommended that an independent commissioner be empowered to initiate legal proceedings "where 'designated employees' have interrupted or impaired services by an unlawful strike or where there has been an unlawful lockout and no action has been initiated by the employer or bargaining agent against the contravening parties." However, the commissioner would have to initiate proceedings within 45 days of the alleged contravention.

Under the existing Act, the employer must seek leave from the PSSRB to prosecute in the courts, but the committee found that "the present two-stage process with its substantial costs, delays,

fragmented administration, absence of procedure and inconsistent penalties had led all parties to agree that the present system for dealing with unlawful activity is not working well and is inappropriate." Hence the committee recommended three "procedural remedies" for dealing with unlawful actions: disciplinary action by the employer, reviewable through the grievance process and adjudication; prosecution of an offence before the Public Service Staff Relations Board and disposition of the case by the PSSRB; prosecution of an offence in the courts after obtaining consent to prosecute from the Board and disposition of the case by the courts."

The last remedy — resort to the courts — "should be limited to those cases considered to be serious offences."

The committee recommended much heavier fines than now are provided

The committee recommended three "procedural remedies" for dealing with unlawful activity

for violations of the Act. Because the effect of fines for unlawful activity by the government as employer would be "insignificant", it also proposed a "political" penalty: The PSSRB would prepare a report that would be tabled in Parliament.

For inciting a designated employee to strike, a union would be fined up to \$25,000 plus \$5,000 for each day of the strike. For inciting other employees to an unlawful strike, the union's fine would be up to



Striking public servants on Parliament Hill, 1975.

\$10,000 plus \$1,000 for each day of stoppage. A union official would be fined up to \$5,000 plus \$500 a strike day for "declaring, authorizing or promoting" a strike by designated employees, and up to \$2,500 plus \$250 a strike day for an unlawful strike by non-designated workers. Designated employees participating could be fined \$300 for each day of an unlawful strike and other employees \$100 a day. And a union official could be suspended from union office or candidacy for two years.

An employer could be fined up to \$25,000 plus \$5,000 for each day of an unlawful lockout of designated employees, and \$10,000 plus \$1,000 for each day other employees were locked out unlawfully. Moreover, there could also be the penalty of a PSSRB report to be tabled in Parliament.

Fines levied by the PSSRB would be recoverable by a court order if necessary.

The Public Service Alliance of Canada, which represents about

140,000 public servants, welcomed some of the recommendations, including the principle that the right to strike should not be withdrawn and the proposal for a task force to review the Public Service Employment Act and the role of the Public Service Commission in personnel management and employer-employee relations.

The Public Service Alliance of Canada welcomed a recommendation that the existing federal Pay Research Bureau be given statutory recognition

A.I. Stewart, a PSAC executive vice-president, welcomed the proposal for a standing list of designated employees, and commented: "The Alliance maintains that a bargaining agent should not be required to name the

method of dispute settlement until an impasse is reached in negotiations. If designations are to be determined from a standing list, then any opposition to our position should be removed."

He was critical, however, of the proposed penalties for infractions of the Act: "We do not believe that 'repressive provisions' of this kind would solve the problems. Public service employees in general are not 'strike-happy' but are forced into these situations by the attitude of the employer in refusing to recognize the principle of comparability with good employers in the outside sector.

"It is unfortunate that the committee chose not to make a recommendation with respect to comparability since this obviously is the root cause of unrest in the federal public service."

The Alliance was concerned also about a recommendation that a person who "exercises effective control over employees" be excluded from collective bargaining. Stewart said this might be too broadly interpreted and that an employer could argue that "any person who has the authority to issue instructions does in fact exercise effective control."

But the PSAC did welcome a recommendation that the existing federal Pay Research Bureau be given statutory recognition. "Without such protection, the Bureau can be dismantled by the cabinet at any time," Stewart said.

He also said the PSAC had reservations about how the provision to protect the public might be interpreted, "and how the employer might attempt to use this provision to provide for 'business as usual' in the event of a strike situation." [g]

A critical evaluation of the joint parliamentary report on employer-employee relations in the federal public service

by L.W.C.S. Barnes and L.A. Kelly

In October 1974, a special joint committee of the Senate and House of Commons was appointed to consider and make recommendations on a three-volume report prepared by Jacob Finkelman, chairman of the Public Service Staff Relations Board, as to how the Public Service Staff Relations Act and its administration should be amended or revised "in order to meet adequately the needs of the employer and the employees in the Public Service and the employee organizations that represent them, and to serve the interest of the public." On February 26, of this year, it presented its final report to Parliament.

In the course of its deliberations, the Committee heard briefs from public service unions, Treasury Board, the Public Service Commission, employer and employee organizations outside the public service, and individuals. In addition, the committee considered two reports by Finkelman entitled "Supplementary Observations and Recommendations". In May, 1975, based on evidence that it had received up to that point, the committee submitted an interim report in which it recommended the consolidation of the several functions of the Public Service Staff Relations Board, and the appointment of sufficient full-time members to enable it to carry out its work effectively. The essence of these proposals was subsequently

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reflected in amendments to the Public Service Staff Relations Act. The final report, however, with its 72 recommendations, outlined the more general changes that the committee thought necessary "to strengthen and improve the collective bargaining process in the Public Service of Canada."

Early in its report, the committee concluded that the general principle of collective bargaining law governing the public service of Canada was sound, that bargaining agents should continue to have the right to strike, but that there was "a need for additional procedural and substantive amendments to the law governing the collective bargaining relationship, and more appropriate remedies for unlawful activity."

The thrust of its proposals for change is indicated by the following partial breakdown by general topics: designation and illegal strikes, 25; classification, 7; technological change, 7; the role of the Pay Research Bureau, 7; the problem of casual employees, 6; the role of the Public Service Commission, 5; union voting procedures, 2; bargaining unit

exclusion, 1; the arbitration process, 1. Not all of these recommendations could be considered substantive in nature. Many related to what might be called "fine print" matters. In general, however, this breakdown is indicative of the relative importance that the committee appears to attach to issues.

Our own contention is that the committee's emphasis was misplaced. In part, that may have been because the narrow terms of reference imposed on the committee authorized it only to consider and make recommendations on the proposals contained in the Finkelman report. "Are they adventuresome enough?" wondered one member of the committee during its proceedings.

To some extent, the misplaced emphasis of the report may have resulted from the rapid pace of change in recent public service employer-employee relations, causing solutions that might have seemed adventuresome enough in some areas at the time Finkelman prepared his report, and even at the time the committee was hearing evidence, to seem altogether inadequate in 1976. Whatever the reasons, the committee did not come to grips with a number of important issues and, as a result, failed to meet its declared objective of "finding solutions to today's problems."

Nowhere is this more evident than in its treatment of public service strikes. The committee presents statistics which indicate that between the introduction of collective bargaining in 1967 and November 1975 only 11 strikes occurred during the negotiation of collective agreements, representing 2.4 per cent of the agreements reached. By contrast, there were more than 50 unlawful strikes during the same period. "If the record had been different," the committee added, "then we might have very well concluded that the assumptions underlying collective bargaining in the Public Service of Canada ought to be changed."

Although we do not dispute the committee's figures, the record is in fact somewhat different than implied, since, over most of this period, no more than 20 per cent of the agreements were negotiated under the conciliation-strike option. Accordingly, the 11 agreements preceded by a strike represent at least 12 per cent of the settlements in which unions had an opportunity to strike lawfully — not quite as healthy a picture of employer-employee relations. The latter figure is particularly relevant when one considers that since 1974 there has been a massive and accelerating switch from the arbitration method of dispute resolution to the conciliation-strike route, with the result that some two thirds of federal public servants now have the right to strike. This development went unnoted by the committee. Indeed, it presented data on the distribution of bargaining units and employees covered under the two dispute settlement options which had no relevance to the situation at the time the report was released.

Failure to recognize this trend and the factors underlying it is a major defect of the committee's report. The proposals for massive

increases in the penalties for illegal strikes, and for extension of the number of designated employees during lawful strikes, appear to us to be but a superficial response to public pressure, with little attempt to attack the fundamental problems which have led to the increase in strikes and to the growing preference for the strike option. In effect, the committee seeks to crib and confine the effects of explosions, rather than trying to prevent them.

...the committee did not come to grips with a number of important issues...

The inadequate emphasis in the report on preventive policies is indicated by the scant attention given to a number of important matters. For example, the numerous briefs which drew attention to the desirability of enshrining the concept of matching public service salaries to a fair comparison with good employers in the outside sector were dismissed by the committee. The principle was acknowledged to have merit and was even identified as being worthy of informal encouragement but the committee shrank from grasping the legislative nettle.

Similarly, the committee gave little more than a passing benediction to one of the most significant and successful experiments in joint consultation in Canada. "We support the continuing work of the National Joint Council," it said, "and its impressive record of accomplishment in dealing with service-wide issues." However, there was not a single recommendation aimed at increasing the administrative

resources of the council to enable it to cope more effectively with its increasing work load and to develop its untapped potentialities.

Again, the committee proposed that the Public Service Staff Relations Board "be encouraged to undertake to improve the arbitration process." But that is as far as it went to acknowledge that there are serious flaws in what was, until very recently, the dispute resolution method opted for by the vast majority of federal public servants. When it is considered that the committee devoted six recommendations to the relatively marginal issue of casual employees, one must surely question its ranking of priorities.

In the areas to which it did devote attention, the committee proposed some useful advances. For example, it recommended that the employer be obliged to bargain the impact of technological change, with referral to arbitration of any unresolved disputes. It proposed that the scope of bargaining be expanded to include classification standards, again, with provision for arbitration of disputes arising out of such negotiations. It recommended too, that adjudication be broadened to include classification grievances.

Also of significance was the committee's recommendation that statutory recognition be given to the Pay Research Bureau. The committee, however, proposed little action to increase the acceptability of the Bureau to the unions, which had urged that the Bureau be detached from the Public Service Staff Relations Board. In rejecting this proposal, the committee noted only that "neither the Director of the Pay Research Bureau nor Mr. Finkelman favoured detaching the Bureau from the Public Service Staff Relations Board at this time."

The committee's proposal that the definition of designated services be extended beyond safety or security to include such things as the health of the public, the continuation of important experiments and the protection of public property is broadly unobjectionable, and few would strongly dispute its recommendation that the issue of who should be designated should no longer be linked to the selection of the conciliation / strike option on a relatively temporary basis. As the committee notes, the existing designation process "has become integrally related to the negotiation process, with all the devices of strategy, advantage, timing, play and counter-play." While the committee does not show convincingly that the end result is contrary to the public interest, it seems not unreasonable to hold that the public interest would be at least as well protected by the establishment of "permanent lists of designated employees for each bargaining unit." Moreover, steps aimed at removing some at least of the tensions surrounding an issue that has been the subject of bitter disagreement between the parties might be expected to increase the potential for improved employer-employee relations.

The issue of bargaining unit exclusions is another area which has been the subject of frequent disagreement between the parties. As the committee noted, unions hold the view that many exclusions are unnecessary and that they are designed to reduce the strength of bargaining agents; the employer is of the opinion that its capacity to manage the service efficiently is seriously compromised by the restricted size of its "management team." We suspect that the committee's recommendations on this issue may not please either party. It proposed that persons exercising "effective control" — rather than "a significant amount of

***"...whatever you devise
this year will be out of date
within three or four years."***

control" — over employees should be excluded from bargaining units, a change which, in Finkelman's view, would result in more management "where there is very little management today," and reduced management "where there is a good deal of management today," but which would not materially affect the total number of managerial exclusions.

It may be that, as Finkelman contended, the proposed change would represent a more rational approach to the issue of managerial exclusions. Nevertheless, the proposal appears to maintain, and perhaps might even expand, the scope for disagreement between employer and employees.

Experience to date with exclusions based on factors such as the employer's unilateral decision with regard to the location of steps in the grievance procedure, shows that the proportion of employees in a particular category who are excluded, can range from 4 per cent to more than 20 per cent between comparable bargaining units, figures which seem to indicate that the proportion of exclusions is largely dependent on the philosophy of the employer in particular situations. The committee's recommendations do not get at this fundamental problem.

What is regrettable to us is the committee's unqualified acceptance of the private industry model with regard to exclusions (other than on points of detail) and its failure to suggest that study at least be given to approaches

followed in other countries. While it is true that foreign experience can not automatically be transplanted, it would seem wise to consider the possible lessons to be learned from experience elsewhere. In Sweden, for example, the public service collective bargaining system functions with one exclusion — the King. In Britain, where the Civil Service has been, by and large, an exception to the general rule of chaotic industrial relations, it is noteworthy that the union representing the highest levels in the service — the equivalent of deputy and assistant deputy ministers — is reported to have a membership in the order of 70 per cent of potential, and continues to play an active role in the machinery of staff relations in the Service with no obvious detriment either to its members or to the system. The doctrine of abstention upon involvement is perhaps better suited to the public service environment than is the creation of a multitude of artificial divisions where very few naturally exist.

Not the least important of the committee's recommendations were those relating to the establishment of a special task force to review the Public Service Employment Act and the role of the Public Service Commission in personnel management and employer-employee relations in the public service. Although a number of unions had urged Finkelman to "recommend a substantial expansion of their role in regulating appointments to and within the Public Service," he showed an understandable reluctance to make recommendations that would alter the traditional responsibility of the Public Service Commission for regulation of the merit principle. He noted that, if such an alteration were to be made, the preparation for it would "need to be much broader based than my investigation."

In view of the union demands for a stronger role in the making of appointments, the conflict that has existed between the staffing responsibilities of the Commission and the responsibilities of the Treasury Board as employer — which will increase if the committee's recommendations are implemented — and the scepticism that is sometimes expressed about the continuing need for an independent staffing agency, there undoubtedly is a need for a review of the commission's role.

Certainly, there is reason to question whether the commission is any longer a credible repository of its traditional function, namely the independent guardianship of the merit system. The competence with which the commission has carried out this role has been increasingly questioned during the last decade. The decline in both the effectiveness and the prestige of the commission was undoubtedly accelerated by the adoption of many of the philosophies of the Royal Commission on Government Organization (The Glassco Commission). The doctrine enshrined in the phrase "let the managers manage" led to a steady increase in the delegation of the staffing function from the at least quasi-independent body which was established by Parliament for the purpose to the individual departments.

The argument in favour of this delegation was essentially one of increased efficiency. The unions, although often dubious of the reality of this belief, did not oppose the delegation of functions, provided only that the performance of the departments was monitored with great care. In the event, the control exercised by the commission was largely

ineffective in the prevention of widespread abuse of the merit system. This fact has been well documented. Whether there has been any possible counter-balancing gain in efficiency is far from obvious.

With this loss of direct technical control of staffing by the Public Service Commission there appears to have been a parallel loss in moral authority. The response of some departments to recommendations by the commission aimed at protecting the merit principle

Finkelman's report...is already out of date in important respects.

during the course of the "Manpower Adjustment" program is indicative of the decline in the esteem in which this once powerful body was held. The question might reasonably be asked as to whether the reality of the situation would not be better recognized, and the merit principle at least as well protected, by making staffing one of the functions of a Public Service Department, with the essential protection being provided by an independent grievance procedure to which the unions would have access.

Perhaps the most basic question that arises out of the joint committee's report is whether, in view of the length of time involved between recognition of the need for review and the passing of legislation that results from that review, this kind of approach to necessary change can be expected to yield meaningful results.

Requests for amendments to the Public Service Staff Relations Act were first made in 1970. Finkelman's inquiry was initiated in April 1973. The Parliamentary committee took from November 1974 to February 1976 to consider and make recommendations on his report. The government's response to these proposals will possibly come sometime later this year. By the time that amendments to the Act are made, three or four years will have elapsed between even the government's recognition of the need for review and the implementation of change. Yet, as Finkelman noted in November 1974, in stressing the urgency which he felt about the work of the committee, "whatever you devise this year will be out of date within three or four years. If you are going to wait for another report on industrial peace and accept that, that report will be out of date in a couple of years, three, four, five, six years."

Finkelman's report, as a result of changed circumstances since it was completed, is already out of date in important respects. The joint committee's report, by failing to recognize these changed circumstances, is, less excusably, also out of date in the same respects. But even had the committee taken fuller account of these changes, its proposals clearly could not have been expected to remain relevant for long. What this seems to imply is a need for regular or even continuous review of the Act, and perhaps also for simpler legislation with scope for more pragmatic response to changing needs. Failing this, we can look forward to the initiation of another detailed and protracted review of the legislation in the not too distant future. [G]

The classification and pay system in the public service of Canada

by L.J. Nozzolillo

The classification system and the system of pay determination in the Public Service of Canada are comparatively novel and have at times been criticized.

The classification system and the pay determination of most employees by collective bargaining can result in employees with similar qualifications doing different work and being paid different amounts. Some managers, employees, and union representatives would prefer that the pay of such employees be the same, regardless of the occupational group to which their positions are assigned.

The problems of maintaining pay relationships within government departments and agencies under a system of collective bargaining was recognized when the occupational category and group classification system was established. It also was recognized that the delegation of classification authority might result in some differences in the application of classification standards. After thorough examination, it was concluded that these were the costs that had to be borne in order to establish a suitable framework for collective bargaining in the federal public service and to obtain management commitment to classification decisions.

The classification of positions and the pay of the federal government's approximately 269,000 employees are governed by separate but inter-related legislation. The authority to

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classify positions is vested in Treasury Board, but pay is determined by collective bargaining for approximately 91 per cent of federal public servants. Treasury Board determines the pay for those excluded from collective bargaining.

Under the system of collective bargaining, unions have the right to select — prior to negotiations — either arbitration or conciliation with the right to strike, as the method of dispute resolution. Though strikes are comparatively rare, unions consider that the strike option does have some effect on the size of pay settlements.

The keystone of the government's classification and pay system is grouping within occupational categories. (See box p. 261). The occupational groups in each category provide the framework for the certification of unions, the classification of positions, and the formulation of the bargaining positions of unions and employer

Treasury Board determines the pay for those excluded from collective bargaining

on pay and other terms and conditions of employment. In general, an occupational group encompasses positions requiring similar skills. A number of occupational groups have been divided into sub-groups in order to achieve a better match with jobs outside the federal government.

The government's position with respect to pay is that employees should receive wages or salaries that compare with those paid by outside employers for comparable work, taking into account other conditions of employment. Subject to the effects of collective bargaining, the principle of comparability is intended to ensure that public servants are not paid substantially more or less than employees performing similar duties in the private sector or for provincial or municipal governments.

In Canada, wage and salary rates tend to vary from region to region depending on the labour market for particular occupations and on the economy of the different regions. The principle of comparability would require that the government as employer pay regional rates to employees in occupational groups where the labour market is regional, and national rates where the labour market is national. It has not, however, been possible to extend by negotiations the application of regional rates to occupational groups other than those where regional rates existed in 1967, when the first round of collective bargaining began.

Between 1955 and 1967, three events affected pay determination in the public service: the establishment in 1957 of the Pay Research Bureau; the 1962 revision of the Civil Service Act, and the introduction in 1967 of the Public Service Staff Relations Act, the Public Service Employment Act, and revisions to the Financial Administration Act.

The Pay Research Bureau was established under the former Civil Service Commission as an advisory body on pay and benefits in response to mounting staff association criticism of the methods used to determine its pay recommendations. After the introduction of collective bargaining in 1967, the Pay Research Bureau was moved to the Public Service Staff Relations Board — the independent board established to administer the Public Service Staff Relations Act. The unions and the employer have continuing input in the planning of the pay and benefits studies conducted by the Pay Research Bureau. The reports are made available to both parties.

Under the Civil Service Act of 1919, the commission was responsible for recommending pay rates to Treasury Board, which could accept or reject the recommendations, but not change them. This restriction was removed in 1962, when Treasury Board was authorized to modify pay recommendations made by the Civil Service Commission.

The most significant of the three events occurred when collective bargaining for federal public servants was introduced in 1967. The Public Service Commission — which replaced the former Civil Service Commission — no longer determined the classification of positions or recommended pay scales. Treasury Board became the “employer”, and was made

Collective bargaining has materially changed the system of pay determination in the federal public service

responsible for classifying positions, negotiating collective agreements and determining pay for government employees excluded from collective bargaining.

Collective bargaining has materially changed the system of pay determination in the federal public service. It has, however, made it difficult for the government to ensure that the principle of pay comparability always will be implemented.

Another aspect of the classification system is that although Treasury Board has the legislative authority to classify positions, it has delegated this authority to departments and agencies for more than 98 per cent of the positions in the federal public service. In a few instances, it has also delegated its authority to negotiate collective agreements to departments that employ all the people in a particular occupational group. With few exceptions, occupational groups and bargaining units are synonymous.

Concurrent with its delegation of classification authority, Treasury Board established an audit procedure to ensure that delegation did not result in distortions of the classification system. This procedure includes reviews of statistical data on classification actions, examination of records of

Occupational categories for federal government employees

Operational: includes 12 occupational groups in which manual, semi-skilled and skilled work is performed and supervised.

Administrative support: includes six occupational groups in which preparing, transferring, system - atizing and maintaining records, reports, and communications; and the direct application of rules and regulations are performed and supervised.

Technical: includes 14 occupational groups in which specialized work requiring a defined minimum of secondary school education is performed and supervised.

Administrative and foreign service:

includes 13 occupational groups in which planning, conducting and controlling programs directed toward the Canadian public and other nations, or directed towards the internal management of government departments and agencies, are performed and supervised.

Scientific and professional: includes 29 occupational groups in which specialized work requiring defined university or professional qualifications is performed and supervised.

Executive: includes a single occupational group in which work of a senior management and policy formulation nature is performed and supervised.

A check on the administration of delegated classification authority is provided by the classification grievance process

classification decisions and on-site interviews with incumbents of positions and their supervisors to determine whether the written description of positions coincides with the work being performed.

A further check on the administration of delegated classification authority is provided by the classification grievance process. The process — available to both unionized employees and to those excluded from collective bargaining — provides that an employee can present a grievance against the classification of the duties assigned by management which he or she performs. The grievance is reviewed by a classification review board, one member of which is from Treasury Board.

A criticism that often surfaces in grievance hearings on classifications is that positions in one department are classified at higher or lower level than positions in another department, though the work performed is similar. A classification grievance review board does not usually consider the classifications assigned to positions in other departments and agencies. It does, however, consider the classifications assigned to positions in the same occupational group in the department or agency in question.

In addition to providing employees

with the means to challenge a management decision, the classification grievance process assists Treasury Board in maintaining an overview of classification relativities in occupational groups within and between departments and agencies.

In delegating the conduct of negotiations, Treasury Board has maintained its authority to establish the maximum permissible limits on pay increases as well as on improvements in terms and conditions of employment. This continuation of Treasury Board authority in collective bargaining is resented by certain unions who would much prefer to negotiate with a department or agency completely independent of responsibility for the whole of the federal public service.

The job evaluation methods used in classifying positions within an occupational group vary depending on the duties and responsibilities of positions in the occupational group. Five general methods of job evaluation are used: point-rating, level description, factor comparison, ranking, and labour grade descriptions. In general, a point-rating is used where the duties and responsibilities of positions in an occupational group or sub-group are heterogeneous. Level description is used if they tend to be homogeneous.

In 1973, at the request of the government, the chairman of the Public Service Staff Relations Board, Jacob Finkelman, undertook a review of the legislation governing collective bargaining in the federal public service. In late 1974, a Special Joint Committee of the Senate and House of Commons was established to review his findings. (LG, Oct. '75, p. 725).

The committee examined his recommendations and observations in the light of the proposals and comments made by employer representatives, union leaders, business spokesmen and other interested parties. Its report was tabled in February 1976, (LG, p. 253).

Finkelman recommended two legislative amendments related to classification, which received the support of the special joint committee. If implemented, the amendments would bring some aspects of position classification into the realm of collective

The continuation of Treasury Board authority in collective bargaining is resented by certain unions...

bargaining. One amendment would provide for the adjudication (which is synonymous with arbitration in the private sector) of classification grievances by the Public Service Staff Relations Board. The other would extend collective bargaining rights — subject to some limitations — to classification standards.

Another aspect of the federal government's classification and pay system is its possible use as a tool of the government's anti-inflation program introduced last October. Though not a consideration at the time of its development, the classification and pay system in the public service lends itself to monitoring compensation expenditures for specific groups of employees. [g]

Industrial and geographic distribution of union membership in Canada, 1974

Union membership figures in the following tables are compiled by the Labour Data Branch of Labour Canada. The basic data on national and international unions and their locals or branches are obtained, in the first instance, by Statistics Canada through the operation of the Corporations and Labour Unions Returns Act. These data, made available to Labour Canada through a co-operative arrangement, are supplemented by information collected directly by the Labour Data Branch from independent local organizations, from some unions that are not subject to the reporting requirements of CALURA, and from central labour bodies operating in Canada.

Aggregate statistical information on the labour movement in Canada is available in *Labour Organizations in Canada 1974-1975*, a handbook that contains statistical tables on union membership and a comprehensive directory of labour organizations active in Canada showing names of the principal officers, publications and the distribution of the locals. The statistical information sets forth Canada-wide totals by congress affiliation, type and size of union.

Table 1 gives the distribution of union membership by industry on the basis of the Statistics Canada

Standard Industrial Classification (1970). The locals in Table 1 are non-additive, because many locals have members in more than one industry. The information in Table 2 lists, in alphabetical order, the names of the international and national unions and the independent local organizations that account for more than one tenth of the organized workers within each of the industry groups. All organizations active within any particular industry group are thus not necessarily shown — only those having more than 10 per cent of the union membership reported in the group. Finally, Table 3 shows union membership by province.

TABLE 1 — UNION MEMBERSHIP BY INDUSTRY, CANADA, 1974

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
AGRICULTURE	18	1,505	334
FORESTRY	61	36,756	288
FISHING AND TRAPPING	27	2,627	95
MINES, QUARRIES AND OIL WELLS	239	70,510	565
Metal Mines	114	50,356	312
Mineral Fuels	34	8,312	14
Non-Metal (except coal mines)	37	8,968	219
Quarries and Sand Pits	42	1,865	—
Services Incidental to Mining	12	1,009	20
MANUFACTURING	3,728	857,900	163,580
Food	366	88,569	24,980
Beverages	92	10,663	719
Tobacco Products	24	6,220	2,876
Rubber and Plastic Products	112	22,308	4,017
Leather	67	12,425	6,830
Textile	192	37,385	13,978

TABLE 1 — UNION MEMBERSHIP BY INDUSTRY, CANADA, 1974 (Concluded)

INDUSTRY GROUP	NO. OF LOCALS	TOTAL MEMBERS	TOTAL FEMALE MEMBERS
Knitting Mills	27	3,027	2,240
Clothing	122	52,180	39,939
Wood	140	55,296	2,351
Furniture and Fixture Industries	105	19,535	3,936
Paper and Allied Industries	412	90,916	4,545
Printing, Publishing and Allied Industries	182	29,150	4,981
Primary Metals	206	61,437	1,124
Metal Fabricating	425	64,845	7,461
Machinery	196	37,123	2,712
Transportation Equipment	244	122,694	9,588
Electrical Products	222	60,989	19,788
Non-Metallic Mineral Products	226	30,833	2,734
Petroleum and Coal Products	39	5,247	70
Chemical and Chemical Products	224	25,547	2,626
Miscellaneous Manufacturing	105	21,511	6,572
CONSTRUCTION	658	292,145	4,464
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	2,385	406,074	60,996
Air Transport and Incidental Services	133	23,560	5,798
Railway Transport	799	106,616	2,997
Water Transport and Incidental Services	127	29,926	375
Truck Transport	142	40,526	431
Buses and Street Cars	82	23,494	569
Other Transport	18	1,045	7
Storage	49	8,901	956
Communication	878	117,892	43,950
Electrical Power, Gas and Water Utilities	157	54,114	5,913
TRADE	447	107,488	34,591
FINANCE, INSURANCE AND REAL ESTATE	48	5,989	4,026
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	2,318	562,501	320,463
Education and Related Services	772	274,659	142,201
Health and Welfare	1,123	197,409	149,089
Religious Organizations	5	380	259
Amusement and Recreation	109	38,846	5,630
Services to Business Management	40	3,732	763
Personal Services	74	6,453	3,961
Accommodation and Food	113	35,626	15,649
Miscellaneous Services	82	5,396	2,911
PUBLIC ADMINISTRATION	2,580	387,872	97,848
Federal Administration	1,089	149,653	37,179
Provincial Administration	726	136,774	43,857
Local Administration	765	101,445	16,812
Other Government Services	—	—	—
INDUSTRY UNSPECIFIED	3	962	18
TOTAL	*	2,732,329	687,268

*Non-additive

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
AGRICULTURE	Agriculture Union-PSAC-(CLC) Commerce Federation (CNTU) Food Workers (AFL-CIO/CLC) Ontario Civil Service (Ind.)
FORESTRY	Carpenters (AFL-CIO/CLC) Pulp and Paper Workers Federation (CNTU) Woodworkers (AFL-CIO/CLC) Woodworkers' Federation (Ind.)
FISHING AND TRAPPING	Food Workers (AFL-CIO/CLC) United Fishermen (CLC)
MINES, QUARRIES AND OIL WELLS	
Metal Mines	Steelworkers (AFL-CIO/CLC)
Mineral Fuels	United Mine Workers (CLC) Steelworkers (AFL-CIO/CLC)
Non-Metal (except coal mines)	International Operating Engineers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Steelworkers (AFL-CIO/CLC)
Quarries and Sand Pits	Building and Woodworkers Federation (CNTU) Cement Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) Teamsters (Ind.)
Services Incidental to Mining	Canadian Mine Workers (CCU) Labourers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
MANUFACTURING INDUSTRIES	
Food Industries	Bakery Workers (AFL-CIO/CLC) Food Workers (AFL-CIO/CLC) Teamsters (Ind.)
Beverage Industries	Brewery Workers (CLC) Distillery Workers (AFL-CIO/CLC) Teamsters (Ind.)
Tobacco Products Industries	Tobacco Workers (AFL-CIO/CLC)
Rubber and Plastic Products Industries	Rubber Workers (AFL-CIO/CLC)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Continued)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Leather Industries	Boot and Shoe Workers (AFL-CIO/CLC) Clothing Workers' Federation (CSD) Food Workers (AFL-CIO/CLC) United Shoe Workers (AFL-CIO/CLC)
Textile Industries	Textile Federation (CSD) Textile Workers Union (AFL-CIO/CLC) United Textile Workers (AFL-CIO/CLC)
Knitting Mills Industries	Clothing Workers' Federation (CSD) Textile Workers Union (AFL-CIO/CLC)
Clothing Industries	Amalgamated Clothing Workers (AFL-CIO/CLC) Ladies' Garment Workers (AFL-CIO/CLC)
Wood Industries	Carpenters (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Furniture and Fixture Industries	Steelworkers (AFL-CIO/CLC) Upholsterers (AFL-CIO/CLC) Woodworkers (AFL-CIO/CLC)
Paper and Allied Industries	Canadian Paperworkers (CLC) Paper and Forest Workers Federation (CNTU)
Printing, Publishing and Allied Industries	Graphic Arts Union (AFL-CIO/CLC) Newspaper Guild (AFL-CIO/CLC) Printing and Graphic Communications Union (AFL-CIO/CLC) Typographical Union (AFL-CIO/CLC)
Primary Metal Industries	Steelworkers (AFL-CIO/CLC)
Metal Fabricating Industries	Auto Workers (CLC) Steelworkers (AFL-CIO/CLC)
Machinery Industries	Auto Workers (CLC) Machinists (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Transportation Equipment Industries	Auto Workers (CLC)
Electrical Products Industries	Auto Workers (CLC) I.U.E. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC) U.E. (CLC)
Non-Metallic Mineral Products Industries	Cement Workers (AFL-CIO/CLC) Glass and Ceramic Workers (AFL-CIO/CLC) Teamsters (Ind.)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Continued)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Petroleum and Coal Products Industries	Oil Workers (AFL-CIO/CLC) United Oil Workers of Canada (CCU)
Chemical and Chemical Products Industries	Chemical Workers (AFL-CIO/CLC) Metal Trades, Mines and Chemical Products Union (CNTU) Oil Workers (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
Miscellaneous Manufacturing Industries	Auto Workers (CLC) I.B.E.W. (AFL-CIO/CLC) Steelworkers (AFL-CIO/CLC)
CONSTRUCTION INDUSTRY	Carpenters (AFL-CIO/CLC) Labourers (AFL-CIO/CLC) Plumbers (AFL-CIO/CLC)
TRANSPORTATION, COMMUNICATION AND OTHER UTILITIES	
Air Transport and Incidental Services	Air Line Employees (CLC) Air Line Flight Attendants (CLC) Machinists (AFL-CIO/CLC)
Railway Transport	Maintenance of Way (AFL-CIO/CLC) Railway Clerks (AFL-CIO/CLC) Railway, Transport and General Workers (CLC) United Transportation Union (AFL-CIO/CLC)
Water Transport and Incidental Services	I.L.A. (AFL-CIO/CLC) Longshoremen and Warehousemen (CLC) Merchant Service Guild (CLC) Railway, Transport and General Workers (CLC) Seafarers (AFL-CIO/CLC)
Truck Transport	Teamsters (Ind.)
Buses and Street Cars	Independent Local Organizations Public Service Employees Federation (CNTU) Transit Union (AFL-CIO/CLC)
Other Transport	C.U.P.E. (CLC) Teamsters (Ind.)
Storage	Railway Clerks (AFL-CIO/CLC) Grain Services Union (CLC) Teamsters (Ind.)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Continued)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Communications	Canadian Telephone Employees (Ind.) Letter Carriers (CLC) Postal Workers (CLC)
Electric Power, Gas and Water Utilities	C.U.P.E. (CLC) I.B.E.W. (AFL-CIO/CLC)
TRADE	Retail Clerks (AFL-CIO/CLC) Retail, Wholesale Union (AFL-CIO/CLC)
FINANCE, INSURANCE AND REAL ESTATE	Commerce Federation (CNTU) Office Employees (AFL-CIO/CLC) Ontario Civil Service (Ind.)
COMMUNITY, BUSINESS AND PERSONAL SERVICES INDUSTRIES	
Education and Related Services	C.U.P.E. (CLC) Ontario Secondary School Teachers Federation (Ind.) Québec Teachers' Corporation (Ind.)
Health and Welfare Services	C.U.P.E. (CLC) Service Employees Union (AFL-CIO/CLC) Social Affairs Federation (CNTU)
Religious Organizations	Social Affairs Federation (CNTU)
Amusement and Recreation Services	Actors' Equity Association (AFL-CIO/CLC) Musicians (AFL-CIO/CLC)
Services to Business Management	Office Employees (AFL-CIO/CLC) Teamsters (Ind.)
Personal Services	Barbers Association (AFL-CIO/CLC) Barbers Federation (Ind.) Laundry Workers (CLC)
Accommodation and Food Services	Hotel Employees (AFL-CIO/CLC)
Miscellaneous Services	Office Employees (AFL-CIO/CLC) Service Employees Union (AFL-CIO/CLC) Teamsters (Ind.)
PUBLIC ADMINISTRATION AND DEFENCE	
Federal Administration	National Component-PSAC-(CLC) National Defence-PSAC-(CLC) Professional Institute (Ind.)

TABLE 2 — UNION REPRESENTATION WITHIN INDUSTRY GROUPS, 1974 (Concluded)

INDUSTRY GROUP	UNIONS COMPRISING MORE THAN 10 PER CENT OF THE TOTAL MEMBERSHIP IN INDUSTRY GROUP (IN ALPHABETICAL ORDER)
Provincial Administration	Alberta Civil Service (CLC) B.C. Government Employees (CLC) Ontario Civil Service (Ind.) Québec Government Employees (Ind.)
Local Administration	C.U.P.E. (CLC) Fire Fighters (AFL-CIO/CLC)
INDUSTRY UNSPECIFIED OR UNDEFINED	Christian Labour Association (Ind.) Canadian Paperworkers (CLC)

TABLE 3 — UNION MEMBERSHIP, BY PROVINCE, 1974

PROVINCE	NO. OF LOCALS	TOTAL MEMBERS	FEMALE MEMBERS
Newfoundland	249	53,568	12,131
Prince Edward Island	92	8,339	2,769
Nova Scotia	544	88,761	21,885
New Brunswick	506	65,004	15,338
Quebec	3,394	807,744	240,834
Ontario	4,560	1,036,437	237,901
Manitoba	546	108,084	26,036
Saskatchewan	458	60,445	16,967
Alberta	729	162,537	46,817
British Columbia	1,436	336,512	65,852
Yukon and N.W.T.	53	4,898	738
TOTAL	12,567	2,732,329	687,268

Labour legislation in Canada, 1975

Part 3—industrial safety and health

by Michel Gauvin

During 1975 most provinces and the federal jurisdiction made changes in their occupational safety and health legislation.

General safety

Four provinces—Quebec, Ontario, Prince Edward Island and Saskatchewan—have amended their general safety and health legislation.

Effective June 27, 1975, **Quebec** passed an Act to amend the **Industrial and Commercial Establishments Act**. The Act now includes a provision that authorizes inspectors and sanitary physicians to take for analysis and without charge, samples of materials or articles used by workers. They must, however, then inform the head of the establishment of their action.

An addition made to the Act stipulates that an inspector has the power to suspend work in an establishment where he considers that there is an immediate danger of accident. He must at the same time indicate to the head of the establishment the measures to be taken to eliminate the risk of accident. Work may be resumed only after the inspector has so authorized. The contestation before the courts of the investigator's order to stop the work does not suspend compliance with the order. Formerly, an inspector could order a work stoppage in accordance with a provision contained in the regulations issued under the Act. This provision which is still in force

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gives him the power to prohibit access to an area or to require the stoppage of machines, tools or other equipment when he judges that they involve an immediate hazard.

Most penalties provided under the Act have been increased and there are more severe fines for repeated offences. Provision is also made for tough penalties when the life and health of workers are directly endangered.

In prosecutions for contraventions of the Act or a regulation, proof of guilt of an agent, mandatory or employee of a "physical or moral person" suffices to establish proof of guilt of the person unless the latter establishes that the offence was committed without his knowledge, without his consent, or despite the steps taken to avoid it. (In Quebec, a "physical person" is an individual and a "moral person" is generally a corporation).

Where an offence is committed by a "moral person", every director, officer, employee or agent of such corporation who ordered, authorized or consented to the committing of the offence is deemed to have participated in the offence and is liable to the same penalty as that provided for a corporation, whether or not the corporation has been prosecuted or found guilty.

In **Ontario**, an Act to amend the **Industrial Safety Act, 1971**, was proclaimed into force on May 17, 1975. The **Loggers' Safety Act** was repealed and additions have been made to the **Industrial Safety Act, 1971**, and to the regulations issued under it to make the legislation applicable to logging.

Amendments were also made to the **Prince Edward Island Industrial Safety Regulations**. They include a provision requiring the maintaining of as favourable and steady a temperature as circumstances permit in all premises used by workers. In addition, underground or windowless premises in which work is normally performed must comply with appropriate standards of hygiene besides those relating to ventilation and illumination. This came into force April 26, 1975.

Effective February 1, 1975, workmen assigned to handle material must be instructed, on an individual basis, how to lift and carry material, the overriding factor being the physical condition of each worker, including sex and age, when relevant.

In **Saskatchewan**, an Act to amend the **Occupational Health Act, 1972**, was assented to April 18, 1975. The amendments include provisions outlining the general duties of employers and workers regarding safety and health. It is also made clear that the Act and the regulations made under its authority apply to every employer and worker coming under the jurisdiction of the province.

Mining

Alberta, British Columbia and Newfoundland have amended their legislation dealing with mining operations.

In **Alberta**, the **Coal Mines Safety Act**, which was assented to June 6, 1974 has been proclaimed into force December 22, 1975. Comprehensive regulations have been issued under the Act replacing all former regulations relating to coal mines safety.

British Columbia passed the **Mines Regulation Amendment Act, 1975** and the **Coal Mines Regulation Amendment Act, 1975**. Both acts came into force on June 26, 1975.

An amendment to the Coal Mines Regulation Act empowers an inspector to order the preparation of an independent engineering report with respect to any matter related to the safety of a mine or its equipment.

In both Acts, the provisions dealing with the approval of a work system now are more detailed. In addition, requirements for the approval of underground support plans have been inserted into the Coal Mines Regulation Act.

There is a new requirement in both the mining and the coal mining legislation for the training of all underground workers in survival and rescue procedures.

In addition, new safety provisions designed to prevent ignitions caused by light metals have been added to the Coal Mines Regulation Act.

In **Newfoundland**, the **Mines (Safety of Workmen) Regulations, 1957** have been amended. An addition to the regulations provides that every operator of mobile equipment used in or about a mine must be protected against falling, flying or

intruding objects or materials by means of suitable cabs, screens, grills, deflectors or guards.

There now is a requirement that, while operating or riding in or on mobile equipment equipped with seat belts or restraining harness, the operator and passengers must wear such belts or restraining harness.

After January 1, 1976, various types of mobile equipment—as listed in the regulations or as designated by a written order of the chief inspector—must be equipped with roll-over protective structures when they are used in or about a mine. Such structures must meet the criteria set forth in the regulations.

Asbestos

Saskatchewan and **Quebec** have passed legislation relating to the control of asbestos dust.

On March 11, 1975, Saskatchewan adopted new asbestos regulations under the **Occupational Health Act, 1972**, to prevent damage to the health of workers who handle or are exposed to dust from materials containing asbestos.

The regulations apply to every place of employment or working place at which any asbestos process is carried on, except a process in which asbestos dust cannot be given off.

Major provisions of the regulations ban the use of crocidolite (blue) asbestos and prescribe measures to prevent the release of asbestos dust into the workplace air. Where asbestos-free materials cannot be substituted or effective exhaust ventilation installed, the new rules require that workers be provided with approved protective clothing and respiratory equipment and be trained in their use.

All, who in the course of their

employment, are likely to be engaged in an asbestos process, or are otherwise liable to be exposed to asbestos dust, must be warned by the person in charge of the workplace of the dangers of asbestos fibres to the body which may result in such conditions as pneumoconiosis, lung cancer and mesothelioma, and that the risk of injury to health is increased by smoking.

All workers regularly engaged in an asbestos process must have an annual medical examination and no person may be regularly employed in such process unless the employer is satisfied that a certificate of fitness has been issued to that person within the preceding 14 months.

Additional requirements provide for the labelling of any substance containing asbestos in workplaces. Such labels must contain a warning of the danger to health.

In **Quebec**, the limit of asbestos dust in mines has been set at an average of five fibres longer than five microns per cubic centimetres of air for an eight-hour period, effective January 1, 1978.

Petroleum and natural gas

Effective September 1, 1975, new **Petroleum and Natural Gas Safety Regulations** were issued in **Alberta**. The former regulations have been revised and rewritten.

There are new first aid requirements dealing with the transportation of injured workers, additional protective equipment and clothing are provided for, and changes have also been made in the safety requirements for the equipment used in drilling operations.

Boilers and pressure vessels

Alberta has enacted the **Boilers and Pressure Vessels Act, 1975**, which

replaces an Act which was last revised 20 years ago. The Act came into force June 25, 1975 except for a section dealing with the supervision of heating plants which will come into effect January 1, 1977.

The new Act provides a greater degree of flexibility in administering and inspecting the growing number of boilers and pressure vessels in Alberta. The terminology has been upgraded, consistent with technological change and to provide for innovation and new types of equipment. The regulations issued under the Act have also been revised.

In **British Columbia**, the regulations governing mechanical refrigeration plants (**Refrigeration Code**) have been amended. A Refrigeration Code Board may now be appointed by the Minister of Public Works. The Board has the duty to:

- report to and advise the chief inspector on all matters in respect to the regulations pursuant to the Act, pertaining to the installation and use of refrigeration equipment;
- review evidence with respect to cancellation, revocation or suspension of a contractor's licence;
- advise the chief inspector in respect to the re-instatement of a contractors' licence which had been cancelled, revoked or suspended; and
- assist the chief inspector in respect to appeals pertaining to the installation and use of refrigeration equipment under the Act.

The federal government has issued new regulations respecting the safe operation of boilers and pressure vessels used in federal works, undertakings and businesses. The Governor in Council may only add a substance or class of substances to the Schedule after the board's report has been received.

Environmental contaminants

The **federal government** passed **Bill C-25**: an Act to protect human health and the environment from substances that contaminate the environment. The Act was assented to December 2, 1975 and came into force April 1, 1976. The Act applies to Canada as a whole and is administered by the minister of the environment who, in most cases, will act in collaboration with the minister of national health and welfare. The Act provides for the gathering and the disclosure of information on hazardous and potentially hazardous chemicals to assess the danger they may represent. Authority is given to the governor in council to control chemical substances by regulating manufacturing, processing or commercial activities, including importation, where a threat to human health or the environment is apprehended. The substances affected by the legislation will be listed in a schedule.

Provision is made for consultation with any provinces and any departments or agencies of the government of Canada as may be appropriate, in order to determine whether the perceived danger would be eliminated by any action taken or proposed to be taken under any other law. When the minister of the environment and the minister of national health and welfare are satisfied, after consultation or after an offer to consult has not been accepted within 30 days, that the danger would not be eliminated by such an action, they will recommend to the governor in council that the substance or class of substances be added, if necessary, to the schedule of dangerous substances and that regulations be made to control it.

Within 60 days of the publication in the *Canada Gazette* of a copy of any proposed order to add a substance to the schedule or of any proposed

regulations, any person having an interest in the matter, may file a notice of objection with the minister of the environment.

An **Environment Contaminants Board of Review** is established to inquire into the nature and extent of the danger posed by the substance or class of substances concerned. The person filing the notice of objection and any other interested or knowledgeable person must have a reasonable opportunity of appearing before the board presenting evidence and making representations to it.

As soon as possible after the conclusion of an inquiry, the board must submit a report to the minister of the environment and the minister of national health and welfare together with its recommendations and all evidence that was presented. In the main, the requirements contained in the former Regulations have been rewritten.

A clause in the Act empowers the governor-in-council to make an order and/or regulations related to a dangerous substance or class of substances in a case of emergency. He may do so notwithstanding that no consultations have taken place with provinces and federal departments or agencies and that no copy of any proposed order and/or regulations have been published in the *Canada Gazette*. However, a notice of objection may be filed with the minister of the environment in respect of an order and/or regulations in the same way as mentioned previously for a proposed order and/or regulations. Offences and enforcement procedures are specified in the Act including inspection powers.

Building code

In **Ontario**, comprehensive regulations have been issued under the **Building Code Act, 1974**. The Act and the regulations became effective December 31, 1975. [9]

Mixed blessing for public service unions

At first glance, Canada's public service unions should get something of a warm glow from the report of the special joint committee of the Senate and Commons on collective bargaining in federal government ranks. (See p. 253)

Apart from its basic decision to continue the eight-year experiment in twin routes to contract solution for 250,000 public servants, the committee made two significant proposals for broadening the framework for collective bargaining itself.

Unlike unions in the private sector — whether federal or provincial — federal public servants were barred from dealing with questions of classification standards and with the impact of technological change on employees.

In both cases, the committee has opened the door for union invasion of these once-hallowed management areas — or rather, in view of the carefully modulated methods suggested, it would be more suitable to say that unions will be able to tiptoe into these fields.

But for the public service unions in the current atmosphere, the committee's positive aspects must be weighed against disquieting proposals which could have long-range effects eroding the suggested gains.

The present Act (Public Service

Staff Relations Act) incorporates the concept of "designated employees" — certain persons whose duties involve the safety and security of the public. These employees, by agreement of the parties or by the Public Service Staff Relations Board ruling are denied the right to strike.

In its report, the committee noted that some organizations outside the public service had urged that the definition of "designated employees" be broadened to include "essential services." The committee felt that such a loose definition could be interpreted to include most public servants: in other words, the right to strike would be granted on one hand and denied by another process.

Instead, the committee proposed that designated services be extended to include "health" as well as "safety and security of the public" and added a new dimension: "protection of public property."

Permanent lists of such designated employees would be drawn up and filed with the Public Service Staff Relations Board instead of being worked out on the occasion of each dispute.

The inherent danger, at least for unions involved in this process, is that eager government administrators from Treasury Board, with the blessing of the board, might carve enough "designated employees" from key units to make a strike ineffective — and that in turn would reverberate throughout the entire bargaining process.

The committee quite properly left with the government and Parliament the responsibility of determining when a strike has so affected the public interest that the right must be suspended.

But if that right to strike is eroded in other ways through the misuse of the "designated employee" concept and there is adoption of the committee's proposal for appointment of a special commissioner to undertake prosecutions against such employees when no such action has been initiated by the employer, the government may be bottling up future trouble for itself...

Murray Goldblatt
in *The Montreal Star*

A call to end public service strikes

There are more than two million people employed in various public services in Canada, says a special committee of the Senate and Commons. Most of them, in different degrees, have the right to strike. There are also private sector employees who do essential work.

Quite evidently, the politicians on the joint committee have decided that more than two million organized votes are of more importance to them than the public interest of 20 million other Canadians. They have made recommendations which try to sound fierce, but they conclude that the public interest can

continue to be adequately protected by placing on the government and Parliament the responsibility for determining when a strike has so affected the public interest that it should be terminated.

The government and Parliament cannot continue to protect the public interest by these means, because they never started to do it. Their practice has been to let public service strikes continue until public injury and anger were so massive that it was politically necessary to send the strikers back to work.

They intend, with minor changes, to continue this practice. They would not remove or reduce the right to strike for groups. They would enlarge the number of designated workers who would have to continue to work during a strike. They would have offences and penalties dealt with by the Public Service Staff Relations Board instead of by the courts, except in serious cases. They would try to avoid the deals by which offences are forgotten by both sides after a strike is over by appointing a special commissioner to initiate legal proceedings. They would recommend penalties of up

to \$25,000 plus daily fines for illegal strikes.

The Canadian people will be cynical about all this. They know that offenders are seldom prosecuted after a strike and that when they are, the penalty is slight. Making penalties bigger on paper means little, when the present maximum penalties are virtually never imposed.

The government requires companies to report, at great cost to the companies, on many facts of their business. It could also require them to report on losses sustained by them and their employees as a result of public service strikes...

The figures would undoubtedly impress the public. They would provide some definition of what the joint committee is trying to conceal when it says the right to strike should not be withdrawn "merely to overcome inconvenience." Inconvenience would be spelled in millions of dollars, in some cases in hundreds of millions.

Editorial
in The Globe and Mail

Support for public servants' right to strike

In the wake of the first-rate report of the special committee of the Senate and Commons on employer-employee relations in the public service, the burden is now on those who oppose the right to strike for public servants to prove their case.

The committee does want a modest and sensible increase in the number of positions designated as

essential, the holders of which would be prohibited from striking. But this is a long way from dismantling the present legislation. Nor would giving the cabinet the power to order strikers back to work, which the special committee also recommends, affect in any significant way the bargaining position of the overwhelming majority of public servants...

This report is a standing refutation of the notion that a large committee (21 members) cannot bring forth

anything of value. It is true that the parliamentarians had the advantage of the blueprints supplied by reports from the wise and experienced hands of Jacob Finkelman as well as the Public Service Commission. But the committee produced a creative piece of work on its own behalf which provides the government with an indispensable guideline for reform.

The government has no excuse to delay in moving quickly to implement the committee's recommendations.

The government cannot ignore these recommendations and retain a shred of credibility to its claim that it believes in Parliament. The government must take with the utmost seriousness a committee which has worked so hard and effectively — and on a matter in which there is no political sex appeal.

The first test of the government's commitment to the full report and to its own public service will be in the speed with which it acts on the establishment of a special task force to review the Public Service Employment Act and the role of the public service commission. Mr. Edwards and other union leaders want this review; the public service commission wants it; department managers want it.

The job was too big for the committee itself to take on. But in 1976 there is an urgent need for a careful, thoughtful examination of such a fundamental matter as the relevancy and the application of the merit principle. The creation of such a task force requires no elaborate machinery and no time-consuming legislation, only will.

Editorial
in The Journal, Ottawa

Books

White Collar

by **Giacomo Patri**, Celestial Arts, Millbrae, California, 1975 (Griffin House, Toronto).

In the 1920s white-collar workers in the United States, as in Canada, held themselves aloof from blue-collar workers. The wearers of white collars saw themselves as part of — or at least close to — management, and believed they could always move up the economic and social ladder through their superior ambition and education.

Then came the stock market crash of 1929 and the Great Depression, and white-collar workers found themselves sharing the lot of the blue collars: unemployment, debt,

poverty, illness and even homelessness.

That story is told without words but with much feeling in this reissue of *White Collar*, a novel in linocuts by Giacomo Patri. His 125 illustrations tell the story of one office worker who lost his job, failed in efforts at self-employment, lost his home and, finally, joined with blue-collar workers in organized labour and political action.

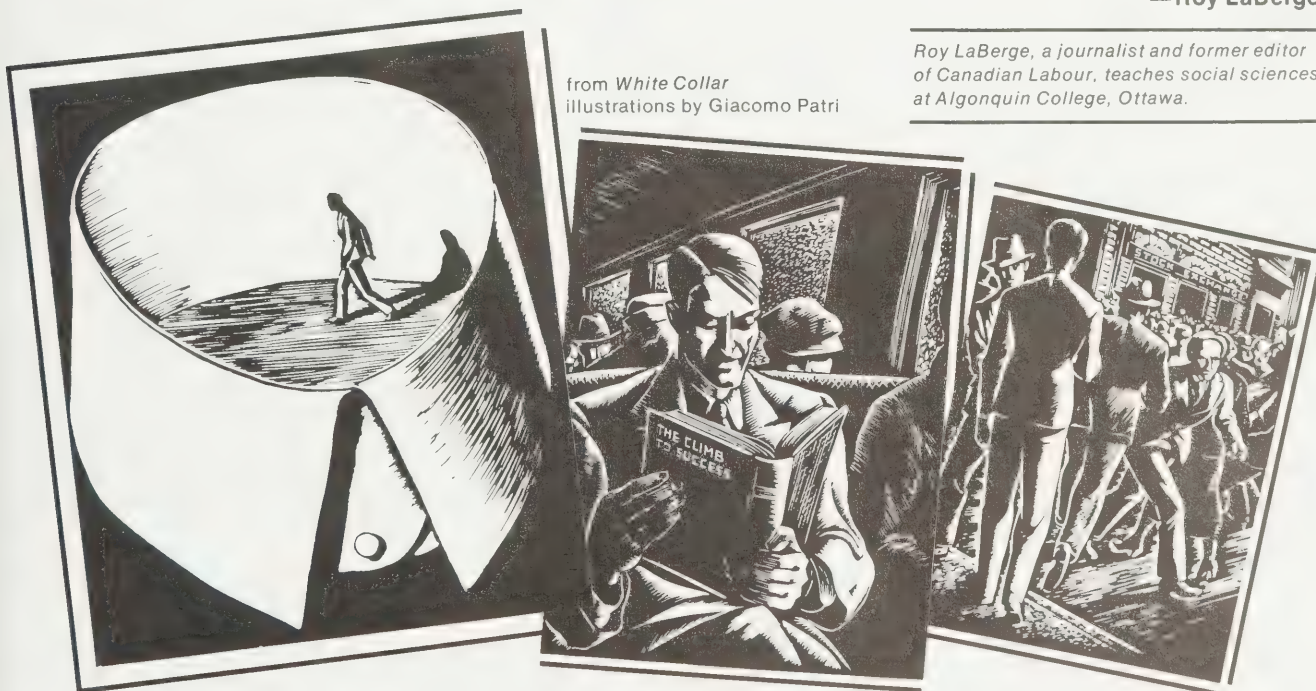
In a foreword to the 1975 edition, Patri writes: "When the NRA appeared on the scene under the aegis of the New Deal, many white-collar workers objected strenuously to any attempts to organize into labour unions. Hence *White Collar*." He also observes that both

his style of artistic expression and, to a certain extent, his social concepts have changed since the Depression days, "but the book was conceived under the passion of truth."

White Collar was first published in 1940. Its stark drawings tell the story of a stark era well, and its reissue is timely. In the continuing high unemployment of the current era, the misfortunes of the hero of *White Collar* are still being experienced by both blue- and white-collar workers, even though many who wear white collars have joined the ranks of organized labour, and income assistance measures and government hospital insurance appear to have lessened the disastrous effects of unemployment.

—Roy LaBerge

Roy LaBerge, a journalist and former editor of *Canadian Labour*, teaches social sciences at Algonquin College, Ottawa.



from *White Collar*
illustrations by Giacomo Patri

Worker Militancy and its Consequences, 1965-75

New Directions in Western Industrial Relations

Solomon Barkin, ed. Praeger Publishers, N.Y., 1975

Does the upsurge in worker militancy reflect a temporary phenomenon, or is it rooted in deep-seated demands for structural changes in terms of employment, collective bargaining and the economy?

With this basic question in mind, Solomon Barkin invited independent scholars to analyse the evidence of unrest and change in the industrial relations systems in their respective countries and project their likely future.

Reviewed are conditions in Great Britain, Italy, The Netherlands, Belgium, Sweden, Federal Republic of Germany, France, Canada and the United States.

The chapter on Canada entitled "Postwar Changes and Current

Ferment" was prepared by Dr. George Vickers Haythorne, a former deputy minister of the federal department of labour and former chairman, Governing Body of the International Labour Organization.

Dr. Haythorne's assessment of the state of industrial relations in Canada leaves the reader with the appalling feeling that Canada is uncomfortably perched in a tepid bath of velleity: wishing that the current state of industrial unrest would not continue yet seemingly unable to take any decisive remedial action.

According to Haythorne, it would appear that the workplace situation has to be considered in a wider political and social context and that the search for a system that will produce peace on the Canadian industrial relations scene is no longer one for ivory-towered contemplation.

— Jean Pascal

Jean Pascal is an officer with Labour Canada's public relations branch

Equal Pay for Women

Barrie Pettman, ed.
MCB Books, Bradford England, 1975, 173pp.

This book, published to coincide with the ending of International Women's Year, offers a straightforward, generally dispassionate examination of the progress made toward implementing equal pay principles in relation to the situation of working women. With contributions from Britain, Australia, New Zealand, Germany, Canada, Japan, and the United States, the book provides an

international perspective to what can only be described as a sad state of affairs.

Although each country studied has its own peculiarities, each also exhibits a number of similarities to which editor Barrie Pettman directs the reader's attention. These include the composition of the female labour force, occupational crowding, the low level of female earnings vis-à-vis those of men, and the causes of earnings differentials.

On the average, women represented 36 per cent of the labour force in the

seven countries during the period 1970 to '73. Within this percentage, the number of married women has been increasing dramatically. Great Britain leads in this area with 63.1 per cent of the 1971 female labour force who are married. The typical married female worker is more than 35 and her children have either reached school age or are grown up. In most of the countries, a decreased family size, increased urbanization, and improved household technology were principal factors contributing to the increased participation rates of married women. In Japan, however, where rigid social structures stand in the way of acceptance of the employment of married women, a labour shortage, high inflation, and pressure to maintain high standards of living were given the major credit for bridging traditionalists' objections.

A problem shared by all countries studied, and one that is receiving increasing attention from women's groups in Canada, is the occupational crowding of working women. The British and Australian studies provide two interesting observations on the relationship between this phenomenon and the implementation of equal pay principles. In the British case—where female employees are concentrated in the manufacturing and service industries it was noted that these industries would be disproportionately affected, economically, by the implementation of equal pay principles. In the Australian context, however, it brought into question the validity of equal pay goals for women working in these traditionally female occupations where there is no male rate of pay to aspire to.

Mainly due to the difficulty of defining equal work, the greater part of the book's discussion of male-female pay differentials is

centered on their median earnings in the same broad occupational group. Due to their somewhat shocking lowness, these figures are worthy of note. Briefly stated, average female wages as a percentage of the male wage (all occupations) ranged as follows: United States 60 per cent (1975 data), Japan 50 per cent (1972 data), New Zealand 71 per cent (1970 data), Australia 50 per cent (1968-69 data) and Canada 58 per cent (1967 data). The Australian case is also worthy of note because the arbitration system in operation in that country had for many years set the female basic wage as a percentage of the male rate. For example, in 1950 it was set at 75 per cent of the male rate, rising to 85 per cent in 1969 and finally 100 per cent in 1972.

The Canadian study is one of the few that does include data on wage differentials between men and women doing equal or similar work. The data is taken from the Gunderson Study, which uses 1968-69 labour department statistics for Ontario only, and compares male-female wages in the same narrowly-defined occupation in the same company. The findings were that on the average, women earned 82 per cent of their male counterparts' wages, with unionized establishments and those having an incentive pay system raising the ratio to 90 per cent and 88 per cent, respectively.

Several common reasons for the lower median incomes of women are that they tend to receive less formal schooling, higher education, and on-the-job training than do men. Also, women tend to work less overtime than men and occupy

more part-time positions. The German case provides a good example of the results of a combination of these factors. In Germany, females represent a large—albeit declining—segment of the work force aged 15 to 19—an age when the acquisition of skills and qualifications is important. Correspondingly, women constitute only 24 per cent of all university students. Married women, who represented 57.3 per cent of German working women in 1970, tend to drop out of the work force in their late 20s and early 30s, not to return until between the ages of 35 and 45. This break in service disadvantages women, for obvious cost-benefit reasons, with respect to occupational or professional training in the early years of their employment. In the German case, this turnover phenomenon is reflected in the drop in females working as a percentage of the female resident population from 69 per cent of the 20 to 24 year age group to 45 per cent of those aged 30 to 34. Also related to training opportunities is the fact that over a quarter of German working women work part-time. A net result of the above training and education factors may be viewed by comparing the distribution of male and female workers between occupational groups. In 1966 the occupational breakdown for women industrial workers was 6 per cent skilled, 49 per cent semi-skilled, and 45 per cent unskilled; the male breakdown was 57, 32 and 11 per cent, respectively.

All the countries studied—except Japan—have equal pay legislation of some sort in effect. Japan's Working Women's Welfare Law, passed in 1972, is not really an

equal-pay law. With legislation in effect one might wonder why differences in pay continue and indeed in some cases are increasing. As the authors point out, legislation can be effective only to the extent that society as a whole—and women in particular—experience attitudinal changes. In all the countries, societal attitudes, developed by years of role conditioning, have restricted the aspirations of women. As products of their respective societies, women have tended to perpetuate their own disadvantages through lack of personal investment and determination to get work commensurate with their skills and training and their tendency to view work as a tenuous aspect of their lives: "a means to secure additional income or a 'stop-gap' between leaving school and getting married."

Discrimination, which is clearly central to the problems faced by working women, is not readily quantifiable. Thus its discussion in the book is limited to defining its various forms and noting that despite the fact that progress has been made, it still exists. Faced with the fact that none of the countries studied can boast of the full acceptance and implementation of equal-pay principles, and given the prominence of psychological barriers to such an end, one is forced to agree with the author that legislation alone is not a sufficient answer.

—Jane E. Burton

Jane Burton is an Ottawa freelance writer.

Fifty Years Ago

Fifty years ago, in May 1926, Canadian labour leaders were generally optimistic about the future. In his May Day speech that year, as reported in *The Labour Gazette*, **Tom Moore, president of the Trades and Labour Congress of Canada**, said: "May Day conditions in the Canadian labour world, generally speaking, show an improvement this year over those prevailing at similar times during the past few years.

"The Canadian labour world appears to be emerging out of the depths of unemployment. This does not mean, however, that conditions are by any means entirely satisfactory, as there is still considerable unemployment. For one thing, though, there are no serious industrial disputes pending; and there appears to be greater agreement between organizations and their employees.

"The disturbance in the automobile industry may perhaps accentuate unemployment in the metal trades. Employment on Canadian railways shows improvement, and conditions in the mining industry are better in the East this year. Prospects for improvement in building lines are fairly good in Western Canada, and all round there are indications that labour conditions are on the upgrade."

On the international labour scene, the May 1926 *Labour Gazette* reported that the **Japanese parliament had adopted legislation similar to Canada's Industrial Disputes Investigation Act.**

The bill, introduced by the

Japanese premier, provided, as did the Canadian law, for the appointment by the government of conciliation boards to deal with labour disputes, the appointment being granted on request of either party to any dispute arising in connection with public utility enterprises such as railways, tramways, shipping, water, gas and electricity supply, telephones, telegraphs, postal services and "other enterprises which directly concern the daily life of the public."

The Japanese government could establish conciliation boards in connection with disputes involving public utility industries when it was "deemed necessary," without a formal request from either of the parties concerned. The Japanese legislation allowed establishment of boards to handle disputes in other than public utility industries, and as in the Canadian Act it was required that the application should be made on behalf of both the employers and workers concerned.

Conciliation boards in Japan—as in Canada—were given authority to call witnesses and to inspect the premises in which the dispute occurred. As in Canada, the board reports were submitted to the government, and provision for their publication was made under certain conditions. There was also a provision forbidding those not directly concerned in the disputes to incite a suspension of work.

Fifty years ago, the May *Labour Gazette* also discussed **Germany's recently-introduced family allowance system** as part of collective agreements. In the

beginning these agreements in Germany often provided for higher wages only for married workers. Later, a distinction was made between the basic wage and the allowances. The system generally adopted was an increase in the hourly wage, or, in certain occupations, to the shift, daily, weekly or monthly wage, in respect of wife and children.

The family allowance plan was widely applied in Germany during the period of distress caused by the depreciation of the currency in 1922 and 1923, but its adoption between the different industries was unequal. It became of prime importance for manual workers in the mining, metal, chemical, paper manufacturing, stone, earthenware and glass, and printing industries, and also in the public services. It covered most non-manual workers in private industry and was in general application in agreements and salary scales of public service officials. It was also introduced extensively in the case of manual workers in the textile, food and drink and tobacco industries, and in commerce and transport.

Under the more stable economic conditions of 1924 and 1925, collective agreements then in force showed that for manual workers the family allowance system had declined considerably in importance and for non-manual workers in the public service, the system continued to be applied. Allowances for manual workers and officials in the public services were almost double those paid by private industry.

—Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, March

The Consumer Price Index for Canada (1971=100) rose 0.4 per cent to 146.2 in March from 145.6 in February—an increase of 9.0 per cent from March, 1975. Higher charges for housing and transportation were mainly responsible for the latest advance.

The food index declined 0.7 per cent and the index for all-items excluding food advanced 0.8 per cent. The latest decrease in the food index was chiefly because of lower prices for beef, which decreased 6.1 per cent, and pork products, 1.9 per cent. The prices of vegetables and soft drinks for home consumption also declined. Partially offsetting these decreases were higher prices for poultry, fresh fruit and restaurant meals. Because of four consecutive monthly declines, the March index for food for home consumption was the lowest year-to-year movement in more than four years—6.0 per cent above its level of a year ago.

Higher charges for both owned and rented accommodation, and increased electricity rates in some Ontario centres contributed greatly to the 0.8 per cent rise in the all-items index excluding food, as did higher prices for appliances and appliance repairs, increased automobile insurance rates in some western provinces, and higher local transit fares in many Ontario cities. Higher prices for men's and women's clothing were reported.

In terms of goods and services, the price level of goods, including food, declined 0.1 per cent in March and that for services increased 1.0 per cent. On a seasonally adjusted basis the all-items CPI advanced 0.5 per cent from February to March. This included a 0.5 per cent decline in the food index and a 0.8

per cent increase in the index for all items excluding food.

City consumer, March

Consumer prices advanced in 11 regional cities, declined in two and were unchanged in one between February and March. Movements ranged from a decline of 0.3 per cent in Montreal to an increase of 2.4 per cent in Vancouver.

The percentage increases listed in 11 regional cities were: 0.1 in Halifax and Ottawa; 0.4 in Saskatoon; 0.5 in St. John's, Toronto, Regina and Edmonton; 0.6 in Saint John, Winnipeg and Calgary; 2.4 per cent in Vancouver. Percentage decreases were: 0.1 in Quebec City; 0.3 in Montreal.

Employment, March

The seasonally adjusted employment level in March was 9,607,000, an increase of 66,000 from February, Statistics Canada reported. Employment increased by 41,000 for women and by 25,000 for men. Among those aged 15 to 24 it increased by 37,000 for women and by 13,000 for men.

On a provincial basis, seasonally adjusted, employment increased in Ontario by 30,000; in Manitoba by 10,000; in Alberta by 6,000; in Newfoundland by 3,000; in Quebec by 3,000; and in British Columbia by 3,000. The level declined in Saskatchewan by 4,000; in Nova Scotia by 3,000; and in Prince Edward Island by 2,000. There was no change in New Brunswick.

Unemployment, March

The seasonally adjusted unemployment rate was 6.9 per cent (713,000) in March, a decline of 0.1 per cent (6,000) from February. The major decreases were for persons aged 15 to 24 — 0.4 to 11.6 for women and 0.2 to 13.9 for men. The rate declined by 0.2 to 3.8 for men 25 and over, but increased by 0.2 to 6.1 for women 25 and over.

By province, the seasonally adjusted unemployment rate declined in Quebec by 0.8 to 7.7 per cent; in Saskatchewan by 0.2 to 4.0; and in British Columbia by 0.2 to 8.7. It increased in Nova Scotia by 0.6 to 8.2; in Newfoundland by 0.3 to 13.4; in New Brunswick by 0.3 to 11.5; in Ontario by 0.3 to 6.2; in Alberta by 0.2 to 3.8; and in Manitoba by 0.1 to 4.9.

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"That's \$14.55 — why not throw in an extra chop and make it an even twenty?"

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18. Ontario. Ministry of Labour. Research Branch. A comparative review of innovative working time arrangements in Ontario, by G. Robertson and P. Ferlejewski. Toronto, 1975. 24p.

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28. Dumazedier, Joffre. Sociology of leisure. Translated from the French by Marea A. McKenzie. New York, Elsevier, 1974. 231p. Titre en français: Sociologie empirique du loisir.

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34. Barnes, Leslie W.C.S. The changing stance of the professional employee. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975. 24p.

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37. Batra, Raveendra Nath. Stochastic demand and the theory of price discrimination, by Raveendra N. Batra and Aman Ullah. London, Ont., University of Western Ontario, Department of Economics, 1975. 25p.

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labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended February 21, 1976		9,978	+ 0.3	+ 2.7
Employed.....	February 1976	9,178	+ 0.3	+ 3.4
Agriculture.....	" "	418	+ 0.4	+ 5.2
Non-agriculture.....	" "	8,760	+ 0.3	+ 3.3
Paid workers.....	" "	8,313	+ 0.5	+ 4.9
At work 35 hours or more†.....	" "	6,769	— 0.6	— 1.3
At work less than 35 hours†.....	" "	1,933	+ 2.6	— 21.2
Employed but not at work†.....	" "	477	+ 5.7	+ 13.8
		(change in thousands)		
Unemployed.....	" "	800	—	+ 63
Newfoundland.....	" "	25	—	—
Nova Scotia.....	" "	29	—	+ 2
Prince Edward Island.....	" "
New Brunswick.....	" "	31	+ 1	+ 6
Quebec.....	" "	255	+ 14	+ 33
Ontario.....	" "	262	— 11	+ 13
Manitoba.....	" "	25	— 4	+ 3
Saskatchewan.....	" "	21	+ 3	+ 8
Alberta.....	" "	37	— 6	— 5
British Columbia.....	" "	109	+ 1	+ 7
Without work, seeking work and available for work.....	" "	706	—	—
On temporary layoff and expect to return to work.....	" "	20	—	—
		Percentage change		
INDUSTRIAL EMPLOYMENT (1961 = 100)†.....	November 1975	141.1	— 0.7	— 2.8
Manufacturing employment (1961 = 100)†.....	" "	125.9	— 0.8	— 5.0
IMMIGRATION.....	First 9 months 1975	149,457	—	—
Destined to the labour force.....	" " " "	64,877	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts.....	January 1976	118	— 35	— 36
No. of workers involved.....	" "	35,053	— 57	— 21
Duration in man days.....	" "	446,230	— 60	+ 9
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†.....	November 1975	212.93	+ 0.5	+ 13.5
Average hourly earnings (mfg.)†.....	" "	5.28	+ 0.8	+ 13.3
Average weekly hours paid (mfg.)†.....	" "	39.0	+ 0.3	—
Consumer price index (1971 = 100).....	February 1976	145.6	+ 0.3	+ 9.1
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡.....	November 1975	143.6	+ 0.3	+ 4.1
Total labour income (millions of dollars)†.....	January 1976	7,528.2	+ 0.6	+ 12.9
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100).....	January 1976	115.3	+ 0.7	+ 1.2
Manufacturing.....	" "	114.2	+ 0.3	+ 1.2
Durables.....	" "	117.8	—	+ 4.0
Non-durables.....	" "	110.7	+ 0.6	— 1.6
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	January 1976	12,450	—	+ 75
Completions.....	" "	13,276	—	+ 3
Under construction.....	" "	144,775	—	+ 10

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *Advance Tables*.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	978	1,036	463,850	10,313,046	0.50
*1975					
January	116	183	44,112	407,385	0.24
February	65	143	29,575	300,439	0.19
March	71	157	38,693	415,218	0.26
April	95	189	43,596	585,288	0.34
May	114	229	115,445	658,752	0.38
June	107	247	61,720	798,911	0.45
July	99	247	112,282	1,223,422	0.65
August	89	250	105,422	1,287,760	0.74
September	68	229	81,015	1,284,950	0.74
October	70	242	107,544	1,241,833	0.68
November	55	189	78,761	1,239,684	0.76
December	29	166	68,244	870,374	0.50
*1976					
January	33	99	20,366	278,190	0.16

*Preliminary.

STRIKES AND LOCKOUTS, JANUARY 1976, BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	0	0	0	0
Mines	1	1	1,000	1,000
Manufacturing	17	56	11,804	235,940
Construction	2	4	936	4,520
Transpn. & utilities	6	10	2,917	12,250
Trade	2	12	609	10,070
Finance	0	2	34	710
Service	4	12	2,885	11,770
Public administration	1	2	181	1,930
All industries	33	99	20,366	278,190

STRIKES AND LOCKOUTS, JANUARY 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	0	4	575	12,320
Prince Edward Island	0	0	0	0
Nova Scotia	1	1	110	440
New Brunswick	3	7	2,740	22,810
Quebec	7	33	7,405	96,070
Ontario	13	29	5,125	114,980
Manitoba	2	5	1,365	8,200
Saskatchewan	1	1	1,100	550
Alberta	1	3	390	3,820
British Columbia	5	14	1,506	17,900
Federal	0	2	50	1,100
All jurisdictions	33	99	20,366	278,190

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				January	Accu- mulated	Termi- nation Date	
Location						Date	Result
Mines							
METAL							
Brunswick Mining & Smelting, Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)		1,000	1,000	1,000	Jan. 22 Jan. 23	Alleged preferential treatment of foreign tradesmen — Return of workers —
Manufacturing							
FOOD AND BEVERAGES							
B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)		253	5,310	42,500	June 2	Wages —
Société Coop. avicole régionale St-Damase, St-Damase, Quebec	Féd. du commerce (CSN)		249	5,230	33,870	July 18	Wages, fringe benefits —
Park & Tilford, Vancouver, B.C.	Brewery Workers Loc. 300 (CLC)		110	2,310	10,560	Sept. 13	Wages, fringe benefits, other contract issues —
LEATHER							
Greb Industries Ltd., Trois-Rivières, Quebec	Syndicat de la chaussure de Trois-Rivières (CNTU)		165	3,470	13,870	Sept. 15	Wages —
Rosita Shoes, Montreal, Quebec	CSD		384	8,060	23,990	Nov. 4	Wages —
WOOD							
Canadian Forest Products Hunting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)		170	3,203	194,990	Sept. 13 1972	Shorter hours, elimination of piece work, rates of pay —
Girard & Godin Ltée., Trois-Rivières, Qué.	Upholsterers Loc. 572 (AFL-CIO/CLC)		100	2,100	10,450	July 28	Wages, hours —
FURNITURE AND FIXTURES							
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)		350	7,350	45,150	July 29	Wages, incentive pay —
Gérard Collin Ltée, Montmagny, Québec	Syndicat du meuble de Montmagny (CSD)		130	1,300	1,300	Jan. 12 Jan. 26	Wages, fringe benefits — Terminated by mutual agreement —
PAPER							
Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario	Canadian Paperworkers Loc. 132 (CLC)		252	5,400	36,540	July 11	Union wants to bargain for all Abitibi mills —
Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.	Canadian Paperworkers Loc. 67 and 133 (CLC)		380	8,140	55,080	July 11	Union wants to bargain for all Abitibi mills —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	January	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
Abitibi Forest Products Ltd., Sturgeon Falls, Ontario	Canadian Paperworkers Loc. 7135 (CLC)	358	7,670	50,890	July 15	Union wants to bargain for all Abitibi mills —
Abitibi Paper Co., Beaupré, Quebec	Canadian Paperworkers Loc. 138 (CLC)	417	8,940	49,620	Aug. 20	Wages —
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Loc. 212 (CLC)	1,135	24,320	108,220	Sept. 18	Wages, fringe benefits, other contract issues —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Loc. 192 (CLC)	192	4,110	18,290	Sept. 18	Wages —
Domtar Fine Papers Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 77 (CLC)	256	5,490	22,950	Sept. 18	Wages —
Domtar Pulp Ltd., Lebel-sur-Quevillon, Quebec	Canadian Paperworkers Loc. 492 (CLC)	400	8,570	34,000	Oct. 3	Wages, COLA clause —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 433 (CLC)	253	5,310	20,740	Oct. 3	Wages —
Standard Paper Box, Quebec, Quebec	Féd. des travailleurs du papier et de la forêt (CNTU)	175	3,680	13,840	Oct. 8	Suspension of an employee —
Consolidated-Bathurst Ltée, New Richmond, Quebec	Canadian Paperworkers Loc. 574 & 926 (CLC)	685	14,680	53,790	Oct. 12	Wages, fringe benefits —
Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario	Various Unions	900	19,290	63,960	Oct. 22	Wages, fringe benefits —
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario	Canadian Paperworkers Loc. 238 (CLC)	121	2,590	8,380	Oct. 24	Wages, fringe benefits, other issues —
Miramichi Timber Resources, Newcastle, N.B.	Canadian Paperworkers Loc. 689 (CLC)	599	12,840	37,660	Nov. 3	Wages —
Labrador Linerboard Ltd., Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	11,160	24,930	Nov. 23	Wages, fringes, jurisdiction —
Rayonier Québec, Port Cartier, Québec	Canadian Paperworkers Loc. 1125 (CLC)	380	2,660	2,660	Jan. 22	Dismissal of 40 employees —
PRIMARY METALS						
Ontario Malleable Iron, Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	22,000	22,000	Jan. 18	Wages, fringe benefits —
METAL FABRICATING						
Waterloo Metal Stampings Ltd., Kitchener, Ont.	Steelworkers Loc. 7155 (AFL-CIO/CLC)	107	210	210	Jan. 22 Jan. 26	Wages — Return of workers, agreement reached —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					January	Accu- mulated	Termi- nation Date	
	Vulcan Industrial - Packaging, Rexdale, Ontario		Steelworkers Loc. 6754 (AFL-CIO/CLC)	205	1,030	1,030	Jan. 26	Wages, fringe benefits —
	Foresteel Industries Inc., Montreal, Quebec		Travailleurs de Foresteel (CSN)	147	290	290	Jan. 29	Wages, other contract issues —
TRANSPORTATION EQUIPMENT								
	Heatex, LaSalle, Quebec		Fed'n of Metal Trades Unions (CNTU)	300	6,300	29,400	Sept. 11	Wages —
	Bombardier Ltée, La Pocatière, Québec		Fed'n of Metal Trades Unions (CNTU)	275	5,780	11,280	Dec. 2	Wages, benefits, grievance —
NON-METALLIC MINERAL PRODUCTS								
	Can-Force Products Ltd., Edmonton, Alberta		Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,100	14,000	July 12	Wages —
	Fiberglass Canada Ltd., Edmonton, Alberta		Oil Workers Loc. 9-728 (AFL-CIO/CLC)	230	460	460	Jan. 13 Jan. 15	Sympathy with workers suspended for refusal to work overtime — Court injunction ordered workers back on job —
PETROLEUM & COAL PRODUCTS								
	Standard Oil, Burnaby, B.C.		Teamsters Loc. 213 (Ind.)	300	300	300	Jan. 16 Jan. 19	Protesting latest contract offer — Construction workers return following labour relations board hearing —

Construction

Various Construction Companies, Coleson Cove, N.B.	Various Cons't Unions	900	900	900	Jan. 16 Jan. 19	Sympathy with workers at point Lepreau, road conditions to site — Return of workers —
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Transportation & Utilities

TRANSPORTATION						
Léo Auger, Inc., Ville Lasalle, Québec	Assn. des chauffeurs scolaires (Ind.)	100	2,000	2,000	Jan. 5	Wages —
British Columbia Railway, Various locations, B.C.	Teamsters Loc. 31 (Ind.)	300	1,070	1,070	Jan. 22 Jan. 28	Wages — Return of workers —
City of Winnipeg Transit System, Winnipeg, Man.	Transit Union Loc. 1505 (AFL-CIO/CLC)	1,250	6,250	6,250	Jan. 26	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JANUARY, 1976 (Preliminary) (Concl'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				January	Accumulated	Termination Date	
Location							Result
POWER, GAS, WATER							
Saskatchewan Power Corporation, Regina, Saskatchewan	Oil, Chemical & Atomic Wkrs. Loc. 9649 (AFL-CIO/CLC)		1,100	550	550	Jan. 8 Jan. 8	Wages, other contract issues — Return of workers —
Trade							
14 garages, ville St-Georges, Beauce, Québec	CSD		193	1,540	1,540	Jan. 7 Jan. 19	Workers want 40-hour week — Terminated by mutual agreement —
Service							
EDUCATION							
Montreal Catholic School Commission, Montreal, Quebec	Fed'n of English Speaking Catholic Teachers (PACT)		2,000	2,000	2,000	Jan. 7 Jan. 8	Lack of progress in negotiations — Return of teachers —
Que. Ass'n of protestant school boards, Montreal, Quebec	Lakeshore Teachers Ass'n (PACT)		400	400	400	Jan. 20 Jan. 21	Lack of progress in negotiations — Return of teachers —
ACCOMMODATION & FOOD							
Island Hall Hotel, Parksville, B.C.	Hotel Emps. Loc. 835 (AFL-CIO/CLC)		104	2,180	3,740	Dec. 11	Not reported —
Public Administration							
LOCAL							
City of Sydney, Sydney, N.S.	CUPE Loc. 759 (CLC)		110	440	440	Jan. 16 Jan. 21	Protest hiring of non-union personnel on lip grant — Return of workers by mutual agreement —

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Labour data

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price \$1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price \$1.75. Information Canada, Cat. No. L34-23/1975.

Occupational safety and health

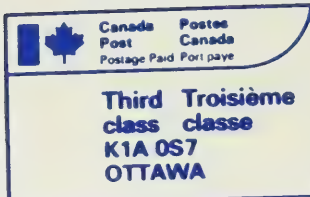
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 6, June 1976

NEWS BRIEFS

- | | | |
|--|---|--|
| <p>290 EMPLOYMENT</p> <ul style="list-style-type: none">• Moonlighters• Professional job openings <p>290 INDUSTRIAL DEMOCRACY</p> <ul style="list-style-type: none">• Co-determination• Britain's first two-tier board <p>291 UNIONS</p> <ul style="list-style-type: none">• Canada's fifth largest• No-strike agreement• Veto right for UAW tradesmen• B.C. ruling | <p>292 DISCRIMINATION</p> <ul style="list-style-type: none">• U.S. sex ruling <p>292 PUBLIC OPINION</p> <ul style="list-style-type: none">• Job security important• Majority favour anti-inflation program• Unions and business too powerful — poll <p>293 HEALTH AND SAFETY</p> <ul style="list-style-type: none">• Accidents are costly• Science Council study | <p>293 LABOUR</p> <ul style="list-style-type: none">• P.E.I. federation convention <p>294 WORK STOPPAGES</p> <ul style="list-style-type: none">• 1975 record <p>294 EDUCATION</p> <ul style="list-style-type: none">• Paid study leave <p>294 BUSINESS</p> <ul style="list-style-type: none">• Concern over labour quality |
|--|---|--|

FEATURES

- 295 **Canadian Labour Congress Convention, 1976** by Sharleen Bannon
- 308 **Industrial accident prevention conference: On-the-job health hazards abound** by Roy LaBerge
- 310 **Economic Council of Canada study: The Canadian Labour Market** by Roy LaBerge
- 316 **Canadian Council on Social Development study: Canadian retirement policies** by Roy LaBerge
- 320 **A change in the Canada-U.S. wage gap picture**
- 323 **Employment fatalities in Canada, 1972-1974**
- 328 **Labour legislation in Canada, 1975 — Part 4 — employment standards** by S. Allan Nodwell

DEPARTMENTS

- 332 FORUM
- | | | |
|------------------------------|-----------------------------------|-------------------------------|
| • Handicapped article lauded | • Steelworker attacks Jennings | • Sanderson article discussed |
| | • Jennings praises <i>Gazette</i> | |
- 335 BOOKS
- **The Tyranny of Work** by James W. Rinehart
—reviewed by Brian L. Kinsley
- 336 FIFTY YEARS AGO
- | | | |
|--------------------|---------------------|---------------------|
| • back wages | • picketing | • working on Sunday |
| • fishing industry | • family allowances | |
- 337 PRICES AND EMPLOYMENT
- 338 ADDITIONS TO THE LIBRARY
- 341 LABOUR STATISTICS

NEWS BRIEFS

EMPLOYMENT

Moonlighters

Nearly 200,000 Canadians are known to hold more than one job, about one quarter of them women.

That number appears in surveys conducted by Statistics Canada since January 1975, but John Doig, a staff writer for *The Toronto Star*, says all the "moonlighters" don't show up in surveys.

The known number fluctuates, from a low of 187,000 in February, 1975, to a high of 238,000 in November, 1975. It was 199,000 in February, 1976.

Doig offers two reasons that moonlighting is increasing: "the beginnings of economic recovery are opening up more job opportunities" and "continuing high living costs, together with income controls, may be compelling people to spend more hours at work."

He says also that unions don't like moonlighting but don't voice their objections too loudly "particularly when workers are hemmed in by wage controls." He quotes Terry Meagher, secretary-treasurer of the Ontario Federation of Labour: "We can't really condemn people for going out and taking a second job to keep body and soul together."

The largest concentration of moonlighters reportedly is in agriculture, transport and communications, construction, sales and clerical work. The average time spent on the extra job is about 15 hours a week.

"As a percentage of the labour force moonlighters are most prevalent in the Prairie provinces, but in absolute numbers there are more in Ontario than anywhere else in the country," Doig notes.

Professional job openings

Job openings for executives, accountants, scientists and other professionals dropped by 9.5 per

cent during the first three months of 1976, according to the Technical Service Council, a non-profit personnel consulting and placement agency. The decrease follows the layoff of several hundred engineers and draftsmen by consulting engineering firms in Toronto, Montreal and Vancouver. They had been working on post office distribution centres, Olympic installations, the Montreal subway, Ontario hydro power plants and several industrial plants.

The TSC survey covers 1,500 employers from coast to coast, all of them in business and industry. It does not cover governments and other public institutions.

It found little evidence that executives and professionals are changing jobs to escape the Anti-Inflation Board's guidelines. It says employers reported that inflation has made candidates who do change jobs more insistent on larger salary increases.

Vacancies for professionals are expected to increase slightly during the rest of the year. Even during the first quarter, there was a strong demand for accountants, plant engineers, computer programmers, systems analysts and construction project and site engineers.

INDUSTRIAL DEMOCRACY

Co-determination in West Germany

West Germany has passed a law extending worker-management co-determination to all companies with more than 2,000 employees.

The country instituted co-determin-

ation 25 years ago, but until now only one third of supervisory board members were worker representatives, except in the steel industry where workers had equal representation.

Under the new law, which is to be in force within two years, one half the board members will be workers' representatives. The choice of a chairman is a compromise, however, and *Business Week* says it means that shareholders "and

thus management" will retain majority control.

The chairman is to be elected by the full supervisory board, but if there is not a two-thirds majority on the first vote, the chairman is to be chosen by the shareholders.

The American periodical says the German Labour Federation will continue to press for parity "despite this defeat."

Business Week also predicts that local works councils, which have "largely unused" veto powers over layoff and work scheduling, could become more militant.

Britain's first two-tier board

The London Stock Exchange has given preliminary approval for what is believed will be the first two-tier board to be set up by a British company.

Bonser Engineering would give workers seats on the upper, governing board, but their appointment would have to be approved by shareholders.

The firm co-opted Jack Stirling, a union member, to its present single board 18 months ago.

UNIONS

Canada's fifth largest

Five provincial organizations have merged to form Canada's fifth largest union — the 100,000-member **National Union of Provincial Government Employees**.

The founding convention was held in Quebec City May 14-15 attended by delegates from the British Columbia Government Employees Union, the Civil Service Association of Alberta, the Saskatchewan Government Employees Association, the Manitoba Government Employees' Association and the Prince Edward Island Public Service Association, whose organizations now become components of NUPGE.

The Newfoundland Association of Public Employees, though it did not

participate in the merger convention, was expected to join the new body soon, and officials of the Canadian Labour Congress expressed optimism that most other provincial groups eventually would also become components.

NUPGE's first president is William Ridgeway, president of the Manitoba group, who says one of the new union's main tasks is to fight the federal anti-inflation program, with its mandatory wage restraints.

"Our members negotiate with provincial governments," he said. "But provincial governments are co-operating with the federal program, and implementing spending cutbacks that hurt their own employees.

The president, and newly-elected secretary-treasurer, William Read, BCGEU representative — the only full-time officers — and the five heads of the provincial organizations, will make up NUPGE's executive council. The new union intends to open headquarters in Ottawa by July 1.

CLC Executive vice-president Shirley Carr said NUPGE will "bridge the gap for public employees between the municipal and federal levels." The 210,000-member Canadian Union of Public Employees represents most municipal employees, and the 140,000-member Public Service Alliance of Canada represents most federal employees.

Biggest of the groups not joining NUPGE is the 63,000-member Ontario Public Service Employees Union. It had been a CLC affiliate, but lost affiliation because of its refusal to join the new union.

The OPSEU wants to be readmitted to the CLC "on its own merits" without joining NUPGE, which it

describes as "no more than a loose federation," but CLC officers say its only way back in is as a component of the new union.

Also missing from NUPGE is another former CLC affiliate, the 7,000-member Nova Scotia Government Employees Union.

The 2,300-member New Brunswick Provincial Employees Association also declined to join NUPGE. However, a large proportion of provincial employees in that province are members of the Canadian Union of Public Employees, the CLC's largest affiliate.

Senior officers of the 30,000-member Quebec Government Employees Union attended the founding convention as observers and are studying the possibilities of affiliation.

CLC spokesman says the QGEU faces provincial legislation that could prevent it from affiliating with any labour organization outside Quebec.

No-strike agreement

National Airlines has signed what is believed to be the first no-strike agreement in the United States air industry. The pact is with the Air Line Employees Association, which represents 3,000 ticket, reservation and station agents.

The agreement prohibits strikes or lockouts and calls for binding arbitration or unresolved economic issues when ALEA's contract comes up for renewal in 1977. The union also has agreed not to strike on work rules.

Members of the bargaining unit are guaranteed wage increases of at least 5 per cent a year, and their union can try to negotiate for more.

The American periodical *Business Week* says the agreement, along with ratification in late February of a three-year contract by the International Association of Machinists "guarantees labour peace at the nation's most strike-prone airline until 1977." The period of stability would be much longer if National's six other unions also accept no strike pacts, and the IAM as well as the unions representing pilots, flight engineers and flight attendants "have all talked favourably about the concept."

In 14 years, National has been strike-bound for a total of 397 days. It has been hit by seven strikes in the past 11 years.

Veto right for UAW tradesmen

The United Auto Workers have given the 100,000 skilled tradesmen in the auto industry the right to veto any new contracts negotiated this year.

The craftsmen are outnumbered six to one in the industry, and *Business Week* says they have long felt "that the union subordinates their interests to those of production workers."

"In recent months some dissident craftsmen have been talking about forming local unions apart from the autoworkers," *Business Week* adds. The new veto right gives them "unprecedented power and influence in negotiations."

B.C. ruling

The British Columbia Labour Relations Board on April 5 released its first decision on interpreting a new provision of the provincial labour code giving a union the right

to a complete list of the names, addresses and telephone numbers of employees in a bargaining unit it is trying to organize.

It said an employee with an unlisted telephone number should not have it revealed to the union. But an employee's "desire for privacy and a general distaste for trade unionism" were not reason enough to justify not giving a union his address and phone number.

The ruling said an employee's freedom to decide whether he is in favour of joining a union cannot be intelligently exercised "unless the individual employee is informed about both alternatives."

The board rejected fears of union harassment as a just cause for withholding the information. And it said employees are not required to speak to union representatives who call them, or to read any union literature.

The ruling was on an appeal by B.C. Railway against an order giving the Office and Technical Employees Union access to the names, address and phone numbers of office and technical employees in Vancouver.

DISCRIMINATION

U.S. sex ruling

A federal judge has ruled that, under the United States 1964 Civil Rights Act, a worker who resists an employer's sexual advances may sue for sexual discrimination if the worker loses his or her job or is denied advancement.

U.S. District Judge Charles Richey of Washington, D.C., ruled April 20,

in favour of a female employee of the justice department who lost her job in 1972.

Diane Williams filed suit after she was first reinstated with back pay when a department hearing found she was subject to sexual discrimination in her job as a public information specialist, and a higher-level review officer later set that decision aside.

Judge Richey said his ruling also would apply to a male worker who resisted the overtures of a female employer, and to a worker imposed upon by a homosexual supervisor.

However, he said there might not be grounds for a suit under sex discrimination statutes if a bisexual supervisor made demands on employees of each sex.

PUBLIC OPINION

Job security important

About 45 per cent of Canadians surveyed by the Canadian Institute of Public Opinion believe job security is the most important thing unions are trying to get for their members. However, 19 per cent of 1,017 respondents in a recent survey named better working conditions, 8 per cent better pension plans and 7 per cent profit sharing. Higher wages were named by only 11 per cent.

In a similar survey in 1958, 47 per cent of respondents named job security as the most important union task, only 11 per cent said better working conditions, and only 9 per cent said higher wages.

Majority favour anti-inflation program

A majority of the 1,071 adult Canadians, surveyed by the Canadian Gallup Poll in March, said they think the federal anti-inflation program is a good thing.

However, while 69 per cent of adults living in professional or managerial households agreed with this assessment, only 52 per cent of those in blue collar did.

For all groups, the percentage saying the program is a good thing was 58. Another 30 per cent said they think it is a bad thing and 12 per cent could not say.

The surveyors asked this question: "Do you think the federal government's anti-inflation program is a good thing or a bad thing?"

The Gallup Poll says its sample size is accurate within four percentage points 19 in 20 times.

Unions and business too powerful — poll

Fifty-three per cent of Canadians surveyed by the Canadian Institute of Public Opinion said both big unions and big corporations hold too much economic power. Another 16 per cent said this is true of big unions only while 8 per cent said it is true of big corporations only. Only 9 per cent said it was not true of either, and 14 per cent were "not sure."

Five years earlier, in reply to a similar question, about 55 per cent thought both unions and corporations held too much power, 18 per cent said this was true of unions only, but only 4 per cent said it was true of corporations.

HEALTH AND SAFETY

Accidents are costly

Work-related accidents are costing Canada more than \$2 billion a year, according to Dr. Emmanuel Somers, director-general of the federal environmental health directorate.

Somers says the cost of compensation for work-related accidents and disease reached \$523 million in 1974, and that the Canada Department of Labour estimates the total cost of work injuries at four times the cost of compensation when factors such as lost productivity, material damage and retraining costs are added. (See also p.308).

In an address in Toronto to a national conference on occupational health and safety sponsored by the Canadian Public Health Association, he estimated

the cost of industrial diseases at between \$90 million and \$300 million. He said Canada does not have an adequate statistical measurement of this, however.

"A recent study in Oregon and Washington States by the National Institute of Occupational Safety and Health has shown that 31 per cent of medical conditions detected in workers were probably of occupational origin," he said. "No such data are available in Canada."

Science Council study

A year-long study of industrial and environmental hazards has been launched by the Science Council of Canada. A committee of the Council intends to review what council chairman, Dr. D.V. Bates, calls the "staggering amount" of information now available, and make recommendations to the federal government on the hazards of asbestos, lead, oxides of nitrogen, radiation and vinyl chloride.

LABOUR

P.E.I. federation convention

The federal anti-inflation program came in for stiff criticism at the Prince Edward Island Federation of Labour convention, in Charlottetown April 9-10.

Donald Montgomery, secretary-treasurer of the Canadian Labour Congress, said the program has compelled the labour movement "to reorient its thinking and direction from being primarily an economic

organization to one of political movement."

He also told the 100 convention delegates that the imposition of mandatory wage and price guidelines was a purely political move to enable the government to take credit for any natural decrease in inflation.

And P.E.I. Federation President Jim Gyrus said the program presented organized labour with one of the most serious challenges it has ever faced. Labour would continue to oppose the government's "inequitable and unworkable program."

Although the delegates made their

opposition to the federal government's program clear, they were divided on the question of political involvement by the Federation. After considerable debate, they defeated by a 46-30 vote a resolution suggesting that the Federation refrain from publicly supporting any political party.

They also adopted a resolution asking the CLC to put pressure on the federal government to maintain Canadian Forces Base Summerside as a permanent military base. Several delegates said they had heard rumours that the base would be closed.

Other resolutions adopted by the convention urged free ferry service for residents of Prince Edward Island and Newfoundland; called

for an investigation of hydro rate increases by the Maritime Electric commission, and called on the provincial government to find less expensive ways of providing electric power to P.E.I. residents; opposed proposed entrance fees to Prince Edward Island National Park; sought improved safety inspections in industry; school courses in parliamentary procedures; federal inspection of small butcher shops and food processing plants; increased Workmen's Compensation benefits, and a provincial holiday on February 16, Heritage Day.

Officers elected to the executive were Shirley Hennessey, secretary; Leonard Murphy, treasurer, and Pat Neary, George McInnis, James Coles, Sharon Vessey and Joe Thistle.

completed junior high school. The courses, organized by the employers and taught in public high schools, are intended to provide general cultural knowledge.

The New York Times news service says the program "is based on the principle of enabling workers to criticize—and ultimately change—the capitalist system...Not surprisingly, the agreement was won only after considerable balkiness on the part of management."

Each worker is expected to put in an hour of his own time on the program for every hour of paid leave.

WORK STOPPAGES

1975 record

A record 11,041,490 man-days were lost from 1,043 strikes and lockouts in Canada in 1975. The work stoppages involved 427,675 workers.

The man-days lost represented a 19-per-cent increase from the previous high of 9,255,120 in 1974, when 592,220 workers were involved in 1,216 stoppages.

The 1975 time loss was the equivalent of 54 man-days for each 10,000 man-days worked by non-agricultural paid workers. The ratio was 46 in 1974.

And 11 per cent of all man-days lost — 1,242,400 — resulted from 49 work stoppages under federal jurisdiction. That was almost four times

the 323,280 man-days lost in 61 stoppages under federal jurisdiction in 1974.

The Canada Labour Department statistics are based on stoppages involving five or more workers and amounting to 10 or more man-days.

EDUCATION

Paid study leave

A program under which factory workers in Italy are granted 150 hours of paid study leave is expected to be extended to almost every sector of labour in this year's round of negotiations.

The program was initiated in 1973 by Italian steelworkers after a 1972 survey showed that almost four Italian workers in five had not

BUSINESS

Concern over labour quality

A survey by the Canadian Federation of Independent Business finds the quality of labour to be the number one problem of its members.

The 2,009 owner-managers surveyed, ranked government regulations and paper work as their second most important problem. Inflation was third.

The most common criticism of labour was the lax attitudes of younger workers. Many of the owner-managers also believe "too generous" welfare and unemployment insurance programs provide a disincentive to work.

Federation president, John Bulloch said manufacturers and construction companies and those with more than 50 employees were particularly concerned about the quality of labour. [9]

Canadian Labour Congress convention 1976

by Sharleen Bannon,
Labour Gazette associate editor



Pictures: Photo features

Labour manifesto: An emotional debate preceded the adoption of the CLC's historic labour manifesto which may change the shape of government-labour relations in Canada. See story, **page**296
See text of manifesto, **page**306

General strike vote: The 2,300 delegates gave the 30-member CLC executive council a mandate to call a general work stoppage "if and when necessary" to fight the government's mandatory wage restraints program. See story, **page**297
See text of policy statement, **page**297

Delegate victory: Delegates voted down a proposal by their executive to modify delegate representation to future CLC conventions. See **page**298

Health and safety "bill of rights": The convention adopted the CLC's first policy paper on occupational health and safety, which commits the CLC to renewed efforts to ensure a safe and healthy workplace for Canadians. See **page**298

Working women's "bill of rights": The 90-per-cent-male CLC convention overwhelmingly approved the adoption of a "bill of rights" for working women. See **page**299

Education committee report: A significant policy on paid educational leave, continued support for the Labour College, and resolutions that more information about the labour movement should be disseminated through schools, emerged from the convention. See **page** . 299

Canadian Paperworkers Union walkout: The conflict between the Canadian Paperworkers Union and the United Paperworkers International

Union was spotlighted at the CLC convention when CPU delegates, joined by many others, walked out on UPIU president, Joseph Tonelli during his "fraternal greetings" from the AFL-CIO to the CLC. See **page**300
See also, Fraternal greetings, **page**305

Energy policy: The CLC denounced the government for its current energy policies and proposed an alternative. See **page**301

International affairs policy: A condemnation of the AFL-CIO withdrawal from the International Confederation of Free Trade Unions, support for Canada's development efforts in the Third World, and harsh criticism of multinationals are among the positions endorsed by the CLC. See **page**301

The 1976-78 CLC executive: A list little changed from the past two years emerged from the election of officers by this convention. See **page**302

Resolutions: Delegates adopted more than 300 resolutions on a wide variety of subjects. For a sample of some of the issues discussed, see **page**302

Issues and personalities: From Labour Minister John Munro who wasn't there, to NDP leader Ed Broadbent, Joe Morris, "Lofty" MacMillan Grace Hartman, and Louis LaBerge, who were, a number of leaders and issues were spotlighted during the convention. For a few of them, see **page**303

Fraternal delegates: Union spokesmen from Britain, Israel, the International Confederation of Free Trade Unions, and the United States reminded that the trade union movement is truly international, if not always united. See **page**305

Labour's manifesto

A document entitled "Labour's Manifesto for Canada" was the first major item the CLC executive presented to the 2,300 delegates on the opening day of the CLC's 1976 biennial convention in Quebec City, May 17-21. Almost three hours of impassioned, often rancorous debate preceded the adoption of the 6,000-word document containing the CLC executive's demands that the government withdraw its wage and price guidelines and permit labour to decide Canada's economic and social policies as equal partner with business and government. (see text, p. 306).

Many of the delegates speaking on the issues claimed that such a tripartite scheme would corrupt the labour movement by such a display of co-operation with the forces that oppress the worker. Those supporting the manifesto saw the tripartite scheme as labour's most direct and effective means of helping shape Canada's future social and economic policies. At times, those opposing the manifesto spoke so vociferously, there was some doubt that the convention would endorse it.

Each time a particularly eloquent spokesman urged delegates to reject the document, a member of the executive rose from the platform to defend it. At least one delegate objected to this practice and said that if the executive wanted to address the convention, they should take their turn at the microphones on the convention floor, like everyone else. The executive ignored this remark and continued to address delegates from the platform. A particularly impassioned plea for delegate support of the manifesto was made by Shirley Carr, one of the three CLC executive vice-presidents, who told them, "the manifesto moved

me more than anything in my trade union life...There's no room in this hall for anyone to back down...This is our country and somebody wants to take it away from us."

"This document shows us [the labour movement] as committed citizens of a land we own." She urged delegates "to stay committed...it's your heritage, don't throw it away."

Several delegates then spoke in support of the manifesto until another delegate urged that the convention reject the manifesto because it propounded the myth that workers will advance through co-operation with business and government. Then, Louis Laberge, outspoken president of the Quebec Federation of Labour, assumed the role of peacemaker between the pro- and anti-manifesto factions at the convention. He told the delegates that "although the manifesto has some flaws, it deserves our support."

"What we have to do is organize ourselves and get our people ready to fight and change the government...the manifesto is something for the labour movement to support." His remarks were greeted with applause from the floor.

Nevertheless, several more delegates spoke against adopting the manifesto, contending that a partnership with business and government won't serve the best interests of labour.

In response, John Fryer, a CLC vice-president and general secretary of the British Columbia Government Employees Union, accused the delegates of "tearing each other's guts out" and splitting the labour movement's solidarity against wage and price controls and

in its demands for a share in shaping government policy.

Fryer's fears proved unfounded. His remarks drew boos and catcalls from the packed convention hall. To the relief of the CLC executive, almost 80 per cent of the delegates voted by show of hands, to accept the manifesto.

After an intervening address by fraternal delegate Marie Patterson from the British Trades Union Congress, the CLC executive presented delegates with a second major document — a proposed mandate to call a national work stoppage to protest the wage and price controls "if and when necessary" in order to demonstrate labour's opposition to the program. At a news conference after the manifesto debate, CLC president Joe Morris explained that the manifesto is a necessary guarantee that Canadian workers will have input into government policy making.

Morris contended that labour has never been able to sit down with government and have a real say in decision-making. Commenting on the CLC withdrawal from the tripartite Canada Labour Relations Council soon after the wage and price controls program was announced, Morris said the government representatives on this body were "only interested in pushing a policy they had already formed in a back room. Morris also asserted that labour will not become a "handmaiden" to the federal government in any tripartite talks on the economy during the post-controls period.

Delegates also adopted an economic policy statement that reiterated the manifesto's call for "genuine" participation in the formulation of national economic policy. [g]

General strike vote

Grace Hartman, recently-elected president of CUPE and a member of the CLC executive, pledged that the 225,000-member CUPE would support a general work stoppage. She emphasized, however, that a decision to strike would be a difficult one for CUPE members — especially those working in hospitals and old peoples' homes.

Also among those supporting the executive's "wait and see" stance on calling a general strike was Dennis McDermott, Canadian director of the 117,000-member United Auto Workers' Union. He warned delegates that a hastily-called and ill-planned strike could prove to be a disastrous "charge of the Light Brigade" that could take the labour movement 10 years to repair the damage.

Arguments to this effect obviously held the most sway among delegates who voted to adopt the strike mandate proposal containing the "if and when necessary" provision.

Morris, at a news conference after the conclusion of this historic day's

proceedings, told news reporters that a general strike would be inevitable, "...if there is continued pressure exerted on the workers and the poor, if there is no alleviation of the problem and if there is continued depression of purchasing power. All these elements would combine to generate a general strike and will probably cause one."

A mandate to call a Canada-wide general work stoppage "if and when necessary" to protest the government's wage and price control program was given the CLC executive after less than one hour's debate.

In the opinion of many veteran labour observers, the adoption of the "executive council policy statement program of action" — the 460-word document containing the strike mandate — the same day as the labour manifesto, made the opening day of the 1976 CLC convention one of the most significant days for the Canadian labour movement since the CLC was founded 20 years ago. (See text of statement below.)

The majority of the few delegates who voiced opposition to the strike mandate from the convention floor, did so because they wanted the conditional aspect — the "if and when necessary" phrase — deleted. The militants wanted a national work stoppage declared right then and there.

Prominent among these militants was "Lofty" MacMillan, organization director of the Canadian Union of Public Employees, who later in the convention failed to unseat Joe Morris as CLC president, when he ran against him in the election of congress executive officers. During the strike mandate debate, MacMillan urged the executive to drop the "if and when necessary" qualification and call a work stoppage.

He said the rank and file across the country are ready for a strike against the wage and price controls and said it was unnecessary for the executive to postpone calling one and to launch a campaign to persuade the union locals. [g]

Strike mandate

The following is the text of the CLC's executive council "policy statement program of action" containing the general work stoppage mandate approved by the Quebec City convention:

...In order to achieve the goals of the manifesto and expand our opposition to the controls, we must have a commitment from all sections of the Congress. Our goals will require the total mobilization of resources and the full collective will of the Canadian labour movement. Nothing less will do!

The affiliates must commit the time, the expertise and the resources of their staff to the task of organizing and carrying the campaign to the communities in which our people reside. We must familiarize all Canadian workers and the Canadian public with our program and our reasons for it...If the movement understands and is prepared to do all these things, then we can achieve what we have set out to do.

...It must be clearly understood by all governments that we will fight to maintain our heritage; the right to control our own destiny, the right to

freedom of association; and the right to dissent. For without the preservation of these fundamental rights, we cannot preserve the democratic nature of our country.

Therefore, the Executive Council, in full recognition of its responsibilities to the Congress, the affiliates and their membership and our country, recommends ... that we dedicate ourselves to fight for the principles expressed in the manifesto and to give to the Congress through its Executive Council, a mandate to organize and conduct a general work stoppage, or stoppages, if and when necessary. [g]

Delegate victory

Canada remains the largest labour movement in the world to retain the practice of permitting each local of affiliated unions the right to send a delegate to conventions of the national labour central.

In a major upset for the CLC executive, the majority of delegates at the recent Quebec City convention rejected a proposal to change the system of selecting delegates to CLC conventions.

The rejected formula would have provided for "representation by population" by allowing the election of one delegate for each 1,000 members of every affiliated union.

Committee members and the CLC executive contended the change would preserve the democratic structure of the CLC and give the rank and file a more effective voice. Their arguments, however, failed to convince delegates that a crowded convention hall with only a few delegates able to speak on each issue was less democratic than the proposed proportional representation scheme.

Speaker after speaker from the convention floor rejected the amendment that would have modified delegate selection and reduced their total number.

Those supporting the proposed plan pointed out that few Canadian cities have facilities big enough to accommodate gatherings of more than 2,000 people seated at tables. The CLC now has more than 10,000 locals eligible to send a delegate to the biennial conventions. The Quebec City meeting drew about 2,300.

Grace Hartman, president of the Canadian Union of Public Employees, said the fact that CLC conventions are big is no reason to change the method of representation. "I don't want to play God by deciding which members of my union will be delegates." The CUPE delegates who led the opposition to the proposed amendment cheered when a standing vote turned down the proposal. CUPE, as Canada's largest union, which also has more locals than the average union, tends to send a large number of delegates to CLC conventions.

Louis Laberge, president of the Quebec Federation of Labour, said the CLC's problem is that it is growing fast and getting more members, "and that's the kind of problem I don't mind having."

There were 1,887 delegates from local unions at the May convention in Quebec City, 702 from national unions, 1,162 from internationals, and 23 from directly-chartered CLC affiliates. The 1978 biennial convention is planned for Winnipeg, which has the only convention hall in Canada that can hold more than 2,500 delegates in the traditional CLC seating arrangements.

In the meantime, the executive will study a proposal adopted by the Quebec City convention — an investigation of European labour conventions with theatre-style seating and all speeches from the platform.

At a news conference after the debate, CLC president Joe Morris said he does not favour or look forward to a European-style or theatre-seating convention for the CLC. [9]

Health and safety "bill of rights"

Delegates making emotional speeches about dead and dying fellow workers preceded the unanimous adoption of a policy statement calling for "a safety and health bill of rights that guarantees to every Canadian freedom from man-made occupational and environmental hazards."

One delegate urged that a withdrawal of services should be a right when workers feel their lives are in danger. Another said that the blame for the shocking hazards facing

workers "rests squarely on the shoulders of federal and provincial governments."

The policy statement adopted by the 2,300 delegates on behalf of the CLC's more than 2 million members, deplored the fact that "the true statistics of present industrial carnage are unknown. Many workers contract diseases which, at the time they are discovered, are not associated with employment. These workers go on suffering and finally die unaccounted for."

The working conditions for miners in the northern Ontario town of Elliot Lake were singled out in the document as an example of a community scarred by industry and government's lack of concern about the health of workers. It said Elliot Lake has "an incidence of lung cancer, silicosis, and other respiratory ailments ... far above normal."

The statement — the CLC's first detailed policy on health and safety in its 20-year history — noted that


in Canada, "exposure to lead, mercury, vinyl chloride, to name but a few of the more common industrial poisons, has become belatedly cause for unofficial concern.

"However, this concern only becomes apparent when public attention is focussed on the issue through the protests of organized labour and citizen groups. This is not good enough! The health and safety of workers and indeed of whole communities should not be dependent upon the periodic reflexes of government prodded reluctantly into action by angry workers and citizens.

It must be our goal to see that a new system of values and priorities is adopted by all levels of government and all types of industry...a system that places the health and safety of every worker ahead of profits or dividends...

"It may well be that society will decide that the human cost of some particular product is simply too high and that the product should be abandoned. However, and what is more likely, the result will be that scientists and engineers will be assigned the task of making the necessary changes in manufacturing technology so as to reduce the risks of the operation to

an acceptable health and safety level."

The statement concluded by urging all CLC-affiliated unions to make health and safety an issue at the bargaining table. The CLC also pledged its health and safety committee would work toward developing uniform safety and health legislation and contract language suitable for inclusion in collective agreements. The CLC also pledged to its members that it would continue to press governments to establish standards on exposure levels for chemicals, noise, vibration, and other occupational health hazards. 

Working women's "bill of rights"

A policy statement on equality of opportunity and treatment for women workers was adopted by the CLC convention which comprised about 90 per cent male delegates.

The 3,500-word document contained a 14-point declaration of human rights for working women and a plan for national and international action to obtain these rights.

The 2,300-delegate convention also committed the CLC executive council to setting up a women's department which would develop research programs on the status of Canadian women in the workplace.

The groundwork for the "bill of rights" and the demands for a women's department within the


CLC originated at the CLC's first conference for women trade unionists, earlier this year. (See LG, April, p.201). The 400 delegates to the Ottawa conference adopted this same bill of rights, and with this weight, were able to present it to the executive committee who laid it before delegates at the Quebec City convention.

The document, which embodies many of the International Labour Organization and other United Nations human rights policies, commits the CLC to a specific program to help improve all aspects of life for working women.

It pledges the CLC to urge provincial governments to review existing legislation that discriminates

against women workers. It also recommends educational and promotional measures to encourage a more equitable sharing of household tasks, including child-rearing, with male family members.

Several male delegates spoke from the convention floor in support of the document, including one who called it, "one of the most important and far-reaching documents endorsed by this CLC convention."

Resolutions related to women were also passed, endorsing more daycare facilities for children, and the encouragement of increased participation in union affairs by women members. 

Education committee report

A policy on paid educational leave prepared by the CLC's education committee was adopted by the convention.

The document states: "In recognizing the need for lifelong education, it is also important to recognize the need for continuing

economic security during the education or training period and after entering the workforce...As the country as a whole will benefit,

the country as a whole must be prepared to accept the economic task on a more equitable basis than in the past."

It further states, "the implementation of paid educational leave will require that we make it a collective bargaining goal and that we lobby the appropriate government bodies for legislation to assure its accessibility to all Canadian workers."

The paid educational leave legislation demanded by the CLC would allow all employees access to all forms and levels of education at the employer's discretion. The CLC says the funding should come from governments and employers — governments because they have "a clear responsibility to the workers of Canada" and employers, because they "reap the greatest benefits from an educated society."

The CLC paid educational leave


policy echoes those adopted by the International Labour Organization in 1974, but which the Canadian government has not ratified. More recently, conferences on labour education last year in Ottawa and in Fredericton, adopted similar resolutions. At the CLC conference, a delegate suggested that a clause on paid educational leave be drafted by the CLC for inclusion in the collective agreements of its affiliates.

The education committee's general report noted that the CLC's education department is being flooded with requests for its new literature on the Canadian labour movement. Unions, high schools and post-secondary institutions are reportedly the most frequent requesters of this educational material.

The report also noted that "the continued attention to the school

curriculum and material that will be an aid to both teacher and student, must be pursued. The development of labour studies at colleges and universities is encouraging. This type of program will be increasingly important as the union movement moves towards the establishment of its own educational centres."

Resolutions related to education adopted by the convention included one that post-secondary educational institutions accept credits from the Labour College, and that the CLC urge that the history and social implications of the labour movement be taught in schools, at all levels.

Several delegates spoke from the floor in support of paid educational leave, the value of education to the labour movement and urged that education be made more accessible to Canadian workers and their children. 

Canadian Paperworkers Union walkout

Angry Canadian Paperworkers Union delegates joined by many from other unions, walked out of the CLC convention during an address by Joseph Tonelli, an AFL-CIO executive, and president of the United Paperworkers International Union.


The demonstration drew renewed attention to the CPU's unresolved conflict with its former parent union. The CPU was founded in 1974 when 55,000 Canadian UPIU members broke away to form their own Canadian union. The walkout on Tonelli was to protest the lack of support from the 2,800 Canadian paperworkers who remained

members of the UPIU during a bitter eight-month strike by the CPU.

The walkout also drew attention to the CPU claim that the parent UPIU owes them more than a million dollars in union dues paid by the breakaway CPU members to the UPIU. A week before the founding convention of the CPU, Tonelli said the money could not be released until a full UPIU convention scheduled for this October.

In an interview after his words of "warm fraternal greetings from the AFL-CIO to the CLC," Tonelli denied that there was ever any

pledge to turn over money from his union to the CPU. Tonelli said that under the UPIU constitution, the international union has the right to seize the assets of seceding locals, but had not done so.

Some CPU delegates complained that AFL-CIO president George Meany showed great insensitivity by sending Tonelli to the CLC convention bearing "fraternal greetings." Spokesmen for the CLC said they warned the AFL-CIO that Tonelli's appearance at the convention might create an unpleasant incident, but that knowing this, the AFL-CIO decided to send him anyway. 

Energy policy

The CLC convention adopted an energy policy, as an adjunct to its economic policy, which blamed the government for "the shocking disarray" of Canada's current energy situation. The CLC document proposed "minimal essential ingredients" for "effective public control over the energy sector of our economy."

The proposals included the establishment of a "national energy corporation" which would determine the extent of energy reserves. It would also serve as the prime authority in developing new sources of energy such as coal gasification, tidal, thermal, and solar power. The policy paper also called for the national energy corporation to nationalize Imperial Oil, "since no other single company is in such a predominant position in the industry."

The policy paper asks government for a restructured set of regulatory agencies to supervise the energy

sector. The revamped agencies would "treat all private and co-operative energy enterprises as public utilities, "thereby eliminating the danger of exploitation of consumers by private interests."


These regulatory agencies would also have the authority to regulate all exports of energy from Canada and "guard against...the adoption of a national continental energy policy." In the words of the policy paper, "for Canada, a continental energy policy would only mean that Canadians would sooner or later be asked to share in U.S. shortages."

The document also related its proposed energy policy recommendations to job creation. It urged the government to "ensure that more of our raw energy products are processed in Canada. The potential for job creation in this area is extremely good."

The 2,300-delegate convention also

approved a proposal to create a special agency to deal with the consequences of moving to a conserver society. "Most importantly," the document stressed, "it will have the specific job of ensuring that skilled workers are trained to take advantage of the new jobs created as we alter our current energy consumption patterns."

The document also called for a restructured transportation system that would establish transport corridors for electric power transmission routes, pipelines, and high speed railways, and develop all new pipelines under public ownership.

The policy demands also the continued monitoring of all pricing decisions relating to energy products "to ensure balanced development of all energy resources without exploiting consumers." 

International affairs policy

This year's CLC international affairs policy statement endorsed by the Quebec City convention covered a wide range of issues.

It denounced "the continuing military takeovers and destruction of democratically elected governments" and urged support for suppressed workers in Chile, Portugal, and Spain. It also deplored the murder of José Mercado, president of the Colombian Workers' Confederation.

The CLC document expressed regret that "the arms race continues

almost unabated" and urged the federal government to pull out of NORAD and to de-emphasize the military role of NATO by "developing the economic and social aspects of the North Atlantic region."

On the subject of multinational corporations, the document pledged CLC support for the non-governmental agencies attempting to ensure that Canadian multinationals accept and live up to their social responsibilities. It also stated that the CLC "intends to


intensify its efforts at the national and international levels to support controls that will ensure accountability on the part of multinational corporations.

The CLC document lauded the efforts of the International Confederation of Free Trade Unions to build worker solidarity for social and economic justice. It also gave a subtle rebuke to the United States' labor movement for its withdrawal from this body. The document said, "We hope the AFL-CIO will decide to rejoin the ranks of the ICFTU. The strength of the organized

workers of the United States must serve the whole family of free workers in the world. Fragmentation of the efforts of workers must be avoided wherever possible."

The CLC international policy also supported the efforts of the United Nations Conference on the Law of the Sea. The document says the sea bed is the "common heritage of all mankind" and an international sea bed authority should be empowered to licence and impose a world tax on all mining activities in the seas and establish international environmental standards.

The CLC stance on Canada's assistance programs to developing countries concurs with many objectives of the Canadian International Development Agency and non-governmental organizations involved in international development. It calls for a "people-oriented development strategy which can only be implemented with trade union participation."

The CLC also supports the demand that Canada's external development program should be increased to 1 per cent of the gross national product. The document concludes by saying that "workers and their families cannot wait for a better world, they have to go out and create it." 

CLC executive officers 1976-1978

President: Joseph Morris, International Woodworkers of America
Secretary-treasurer: Donald Montgomery, United Steelworkers of America
Executive vice-president: Shirley Carr, Canadian Union of Public Employees
Executive vice-president: Julien Major, Canadian Paperworkers Union

General vice-presidents

Grace Hartman, Canadian Union of Public Employees
Louis H. Lorrain, Canadian Paperworkers Union
William Mahoney, United Steelworkers of America
Dennis McDermott, United Auto Workers
William C.Y. McGregor, Brotherhood of Railway, Airline and Steamship Clerks
E.T. Staley, United Brotherhood of Carpenters and Joiners of America

Vice-presidents at large

Ken Rose, International Brotherhood of Electrical Workers
Si Bresner, International Ladies' Garment Workers Union
Claude Edwards, Public Service Alliance of Canada
John Fryer, British Columbia Government Employees Union
Huguette Plamondon, Canadian Food and Allied Workers
Mike Rygus, International Association of Machinists and Aerospace Workers
Don Secord, Canadian Brotherhood of Railway, Transport and General Workers
Bob Smeal, Canadian Air Line Flight Attendants' Association
George Watson, Textile Workers' Union of America
Lynn Williams, United Steelworkers of America

Presidents of the provincial federations of labour

Tom Mayo, Newfoundland
Gerald Yetman, Nova Scotia
Paul LePage, New Brunswick
James Gyurus, Prince Edward Island
Louis LaBerge, Quebec
David Archer, Ontario
H.L. Stevens, Manitoba
George Semeniuk, Saskatchewan
Reg Basken, Alberta
George Johnston, British Columbia 

Resolutions

Capital punishment: A resolution that called for the re-institution of capital punishment and a reversal of the CLC's traditional anti-capital-punishment stance was narrowly defeated. The rejected resolution called for the CLC "to petition the government of Canada that the death penalty for all convicted murderers be reinstituted."

Pensions: The convention passed a resolution calling for a retirement age of 60 under the Old Age Security Act and the Canada Pension Plan. The convention called also for an increase in old age and disability pension payments and uniform pension legislation in every province. Delegates also pressed for the federal

and provincial governments to enact pension legislation that would require full disclosure to all participants on their investments and provide for equal worker-employer representation on the administrative boards of trustees of employee pension plans. Another resolution urged the indexing of the Canada Pension Plan and the

Quebec Pension Plan to the cost of living "to provide necessary increases each year, adjusted on a quarterly basis." The pension resolutions included one calling for the inclusion of "women working in the home" in the CPP and QPP.

Transportation policy: The convention passed a resolution condemning "the foolish and irresponsible policy of rail line and passenger service abandonment adopted by the railway companies with wanton disregard for the needs of Canada."

Minimum wage: The convention adopted a resolution calling for a \$4.50 an hour minimum wage to be adjusted quarterly in accord with the fluctuations of the Consumer Price Index and semi-annually, in accord with the gross national product.

Pricing code: The convention adopted a resolution condemning the universal pricing code symbol introduced by the packaging

industry, because it cannot be deciphered by the consumer. The universal pricing code is a series of wide and narrow black lines on supermarket packages that is read by a computer at the check-out counter. The CLC called on the federal department of consumer and corporate affairs to implement legislation requiring price marking on individual articles and packages.


Holidays: The convention passed a resolution urging legislation to establish mandatory minimum vacations of three weeks with pay after one year's service and four weeks with pay after 10 years service.

Fishing limits: The convention adopted a resolution that Canada should enforce a 200-mile zone, "unilaterally if necessary," off east and west coasts to protect Canadian fisheries from foreign fleets.

Venereal disease: The CLC convention passed a resolution supporting

family life education to provide information on the prevention, detection, and treatment of venereal disease because of its "almost epidemic proportions in North America."

Unemployment Insurance: The convention denounced the "inadequate and restrictive" aspects of the Unemployment Insurance Act and called for a restoration of the 75 per cent of earnings payment. It also called for the reduction of the waiting period for benefits from two-weeks to one week, and extending benefits to workers honouring bona fide picket lines and those locked out by employers. Extending maternity leave provisions to 18 weeks from the current 15, was also called for, along with the reinstitution of unemployment insurance benefits for workers 65 and over.

Family Allowance; The convention passed a resolution condemning the Chamber of Commerce for its call to abolish the family allowance. 

Issues and personalities



Joe Morris may have experienced his finest hours as CLC president, during the Quebec City convention. He was re-elected by a vote of 1,492 to 375 and managed to rally the usually fragmented labour movement to support his manifesto and give the CLC a mandate to call a general strike. The 63-year old Morris was also voted a pay increase of \$5,000 this year and another \$5,000 next year, bringing his current salary to \$35,000 a year.



Louis Laberge, the Quebec Federation of Labour's volatile leader in an unaccustomed role as "peacemaker", helped smooth over delegate disagreements on several occasions during the convention. He also managed to keep Quebec's labour problems off the convention floor but did, however, get unanimous delegate support for Quebec's 185,000 government employees in their "Common Front" contract dispute with the provincial government, still in progress during the convention.



All CLC affiliates were urged to adopt the **universal union label** and to negotiate its use on their products by employers in the manufacturing sector.



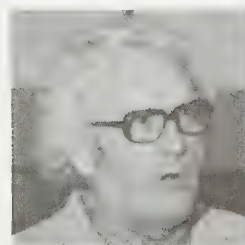
In a break with CLC tradition, Canada's federal labour minister was not invited to address the biennial convention, this year. **John Munro**, did, however, phone his congratulations to Joe Morris when he was re-elected CLC president and arranged a June 17 meeting with the CLC executive. Munro charged that the CLC's failure to invite him to address the convention shows a lack of CLC confidence in its opposition to the government's anti-inflation program. Munro added that although the CLC opposes the government's wage and price control program, it should have been "confident enough of its structures and membership that they would allow a contrary view to be expressed" during the Quebec City meeting.



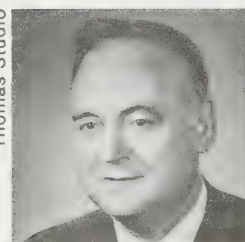
Ed Broadbent, federal New Democratic Party leader pledged his party to continuing the fight to eliminate the government's wage and price control program. Broadbent was the only elected politician to address the convention. As part of its political education committee report, the CLC executive called upon its affiliated organizations and unions to rally "the fullest possible support" for the NDP in its reaffirmation of solidarity with that political party — a tradition since the NDP was formed in 1958.



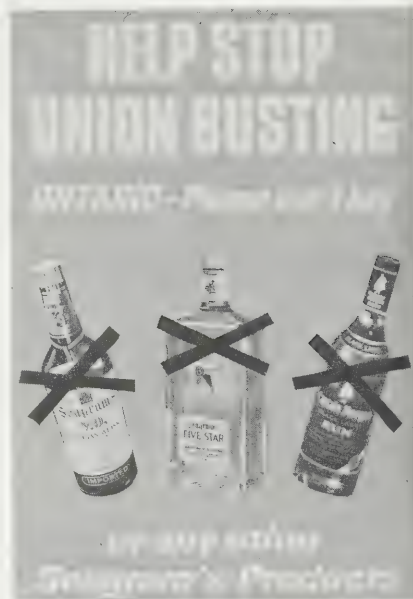
Grace Hartman, president of the 225,000-member Canadian Union of Public Employees led the crusade against a constitutional amendment that would have restricted the number of delegates to future CLC conventions and modified the eligibility procedures. She was also returned by acclamation along with the CLC's other five vice-presidents-at-large, during the biennial election of officers.



"Lofly" MacMillan lost in his bid to unseat Joe Morris as CLC president by drawing only 375 out of a total of 1,867 votes cast, but graciously moved that the convention unanimously unite behind Morris as CLC leader.



The 2,300-delegate convention observed a minute of silence in tribute to **Russell Bell**, the recently-deceased CLC research director and former research director of the CCF party and labour advisor to the Organization for Economic Co-operation and Development. He died at 52, May 16, after a long illness.



The convention called for a nation-wide consumer **boycott of Seagram's and Sons products** because at the time of the convention it had refused to end an illegal lockout of its employees in British Columbia. Joe Morris, in denouncing Seagram's — one of the largest distillers in the world — told delegates that the company had refused to resume normal bottling operations despite an order to do so by the B.C. Labour Relations Board, a decision upheld by the Supreme Court of British Columbia.



The conference passed a resolution challenging the government of Canada to call a federal election on the wage and price control issue. Many delegates wore the CLC's official padlock-symbol **"Why me?"** buttons to protest the government's wage and price control program. The walls of the convention hall were covered with banners bearing slogans condemning the government's program.

Fraternal delegates



Joseph Tonelli, president of the United Paperworkers International Union, who represented the AFL-CIO at the conference had hardly started speaking when a large number of delegates, led by the Canadian Paperworkers Union walked out in protest. (See story, p.300). Tonelli ignored the walk-out and continued his words of fraternal greeting in which he praised the close ties and co-operative efforts of the AFL-CIO and the CLC.



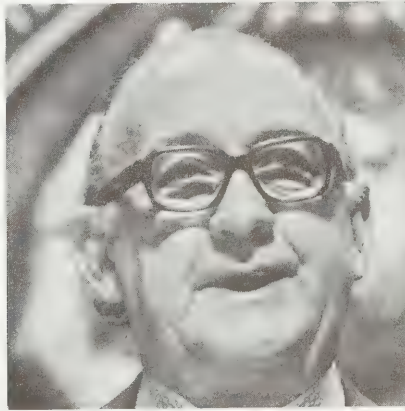
Marie Patterson, one of the five presidents of the British Trades Union Congress said education and training at the beginning of young people's working lives is a critical and neglected aspect of unions' and employers' responsibility. She bemoaned that so many women, despite the accomplishments of international women's year in 1975, are often channelled into "narrow" jobs with few chances for promotion. She also called for increased training of shop stewards and trade union officials so they may better serve their members.



Otto Kersten, general secretary of the International Confederation of Free Trade Unions, praised the CLC for being one of the ICFTU's "staunchest supporters." He noted that the highest rates of unemployment since the Depression, soaring prices, and governments attempts to deal with these problems at the expense of trade union rights, face workers everywhere. He told delegates that the international trade union movement must develop in order to ensure that international decisions take account of the interests of working people.



Yaacov Cohen, American representative of Histadrut, the trade union movement representing 90 per cent of Israel's wage earners, spoke of his organization's close ties with the International free trade union movement. He introduced a political note in his fraternal greetings when he said that "Israel has never denied the Palestinian's rights for self-determination...they consistently have been denying our rights and threatening to exterminate Israel as a Jewish state..."



Lord Alfred Allen, a member of the British Trades Union Congress' general council told the CLC delegates about the British labour movement's "new deal" with its Labour Party and outlined the British trade union movement's contribution to reforming and planning national economic policies that have led to economic recovery, lower unemployment, and lessened unemployment in Britain during the past two years. [9]

The following are excerpts from Labour's Manifesto for Canada

Most of us are still reeling from the introduction of wage controls. Compulsory national arbitration of all major collective agreements is such a rude shock to the trade unionist's conception of free collective bargaining that it knocks the stilts out from under the economic, social and even political ideas with which we see ourselves and our role in society. The consequences of wage controls for working people and their organizations are unfolding at a disturbing speed:

- a steady stream of collective agreements are being rolled back;
- free collective bargaining has been suspended;
- there is no effective recourse to appeal;
- once a collective agreement has been concluded it has to be renegotiated all over again with the AIB;
- unions are increasingly having to face the prospect of striking against the AIB and, by implication, the government;
- the arithmetic guidelines are being applied with a bureaucratic slavishness which makes nonsense of the "historical relationships" and "special considerations;"
- gross inequities are being created among workers doing the same jobs...

The response of the Congress to the government's attack on the incomes and rights of working people has been consistent and unequivocal but it remains defensive. The time has come to move to the front — to escalate our opposition to wage controls and to formulate a labour program for the political, economic and social future of this country. A few short

months of controls has been expanded to a debate about the post-control society or "decontrols." We must begin by understanding the meaning of "decontrols" and the economic objectives of both controls and "decontrols..."

There are at least four possibilities:

1. It could mean that [Prime Minister] Trudeau has rediscovered his youthful social conscience and is now going to use his position of power to build a more equitable and planned society. This seems an unlikely interpretation but, even if it is true, the fact is that Trudeau does not have the political base within his own party to carry out that kind of change. Perhaps he is looking for a political realignment...

2. Decontrols may mean a kind of liberal corporatism in which organized labour co-operates with the state and business to establish guidelines for our respective demands on the economic system and to determine our respective shares...

3. Decontrols might mean a return to "normalcy" as so many liberal economists would like to believe is possible. The theory is that all the economy needs is a rude shock to make groups who have been demanding too much behave themselves and then the rules of the game will be able to do the job once again.

4. Decontrols may mean, "How do we move out of the control period in such a way as to ensure that organized labour is not able to recover the losses incurred in the control period?"

Clearly none but the first of these possible meanings is acceptable to social democratic trade unionists. Unfortunately, it is also the least likely outcome...

The question for trade unionists is simply, "How much power do we have?" Do we have to accept wage controls and go along with the government's notions of liberal corporatism? Can we protect the basic rights of working people and defeat wage controls? Do we have enough power to force the government to give "decontrols" the first possible meaning?...

If we look specifically at the anti-inflation program we see that it has two elements — direct controls on incomes and prices, and a shift in monetary and fiscal policy. Perhaps the actual impact of these two elements will lead us to the basic economic problem which the government is trying to solve. We know that controls on prices and incomes are, in fact, wage controls...

With respect to monetary policy, conventional economic thinking suggests that tighter money will result in more unemployment. Fiscal and monetary policy have proven to be insufficient tools for economy management because they seem incapable of dealing with inflation and unemployment at the same time. The fact that the government in its role as economy manager continues to use these instruments suggests that the problems remain the same. It is just that more instruments are required.

The government's conception of a fiscal policy which deals with inflation is one which involves cuts in government expenditure... This has become particularly difficult since many social security and social welfare programs have been legislatively protected against the effects of inflation in recent years. Governments no longer have the option of not making discretionary increases in old age pensions. Consequently, we have a growing chorus of calls for a general review

of "statutory expenditures." The federal government is introducing legislation to limit its share of the cost of medical services and reduce its share of the total cost of unemployment insurance. In the provincial sector, governments are reducing the budgets of welfare agencies, closing the hospitals or reducing available services, increasing medicare costs and introducing work-for-welfare schemes. These programs serve as wages and salaries for people who cannot find work for a whole range of reasons or provide services which would otherwise have to be paid out of wages and salaries...

We have decided not to accept the reductions of rights and wages... However, if we do have the power to resist wage controls, then we also have the power to create social democracy. But for this result to occur, organized labour needs to develop national bargaining power to deal with the national economy managers, and a national social and economic program — a bargaining position...

Labour must make it clear that it will never enter any tripartite arrangement at less than full partnership status. Full partnership means that national planning must include more than an incomes policy in which only wages and salaries are restrained...

A prerequisite of tripartism must be that management gives up its unilateral right to determine investment and pricing policies. Labour must not willingly enter into any arrangement where only half the income equation — i.e. wages — is to be determined. To do this would place labour continually on the defensive for all time...

Unless the business community and government are willing to

concede power to labour, tripartism will turn into a method of control over labour unions and the cost of labour. This of course is most unsatisfactory...

Labour has always set the price at which it would support "the system." At the local or plant level, labour, through collective bargaining, negotiates the price at which it agrees to support the plant enterprise. At the national level, the price of labour's support has been legislative measures in the field of social security, such as the universal right to education, pensions, unemployment insurance, old age security, family allowance and others. The price of labour's future support must be an equal share in the economic and social decision-making on a national basis with the other partners — business and government...


If labour's co-operation is required to lead us out of our economic difficulties then it can only be on the basis of a program that:

- recognizes the right to employment for a living wage as the cornerstone of a productive and equitable society;
- recognizes the need to create jobs as the first economic priority;
- contains a commitment to protect those who suffer from inflation by taxing those who benefit;
- includes a commitment to redress this country's unacceptable record in redistributing income;
- recognizes that an equitable society can only be achieved if the power of corporations to set prices is constrained to match the constraint which is imposed on the price of labour by the collective bargaining process;

- recognizes that private investment decisions must serve the interests of ordinary people...

What is required is a system of national social and economic planning. Only through planned development will we be able to:

- direct investment to creating jobs in secondary manufacturing and in the regions where they are most needed;
- ensure that the resources are available to meet basic needs such as housing;
- implement a program of national manpower planning;
- plan future urban growth and protect land for food production;
- negotiate the distribution of our national income on an equitable basis;
- develop a national transportation policy which would complement a national industrial strategy;
- implement a social security and health services system which would apply equally to all Canadians;
- establish our national social and economic priorities.

The 10-point program of the Canadian Labour Congress has been put forward as an alternative to the government's anti-inflation program. It is a social as well as an economic program which would establish basic standards of income and housing for all Canadians — which would create jobs and protect those who suffer most from inflation. It is a program which has been adopted by all the affiliates of this Congress and which has been promoted and accepted the length and breadth of the labour movement... 

Industrial accident prevention conference

On-the-job health hazards abound

by Roy LaBerge

Low back pain, noise, dangerous chemicals, language difficulties, alcohol and even typewriters were among the industrial hazards considered by participants in the 1976 safety conference of the Industrial Accident Prevention Association, in Toronto, April 5-7.

The extent of low back pain as an industrial hazard was described by Harold S. Phillips, safety supervisor for Kodak Canada Ltd. He said one out of every six babies is born with a back problem and by age 30 half of them have some form of back complaint.

He said the frequency and cost of back injuries are increasing faster than other kinds of industrial accident claims, and that "Whether the pain occurred as a result of an occupational situation or not matters little; industry is going to pay for it anyway."

Phillips said physicians often diagnose low back "strain" because they "don't have time for a proper diagnosis," but the main cause of low back pain is "Degenerative disc problems — not strains or sprains."

"The causes are bad posture, fatigue, poor physical fitness. We emphasize proper lifting techniques, but we do absolutely nothing to encourage toning exercises to strengthen the spine."

Dr. Bette Stephenson, Ontario's labour minister, mentioned the inability of many Italian employees

Roy LaBerge teaches social science at Algonquin College, Ottawa. He is also a journalist and former editor of Canadian Labour.

to understand and speak English as a factor in construction accidents.

"Fewer than 10 per cent of all Italian immigrants entering Canada can speak any English at all," she said. "And 70 per cent of Italian immigrants strongly support the retention of their own language."

The provincial government was conducting a pilot project in south-western Ontario to help them know their rights and responsibilities within the provincial regulations. One feature was a "hot-line" through which employees were able to get information — in Italian — on industrial safety, workmen's compensation and employment standards. The program was trying to motivate the workers to report unsafe conditions to their employers.

Stan Webb, a technical consultant, warned conference participants that

Hearing loss... "may become the greatest compensation problem"

hearing loss induced by noise is irreversible "and may become the greatest compensation problem." Unless noise levels in industry are kept within safe limits, "compensation costs to industry will sooner or later exceed the cost of all other occupational diseases combined."

Other adverse effects of noise he listed — all potential accident causes — were lower productivity, irritability, mental fatigue, lowered attention and lowered alertness.

An industrial hygienist said the number of chemicals produced and used in industry has multiplied at a tremendous rate during the past few years, but definitive information is available on only about 500 of them.

Dr. L.A. Krause, manager of environmental hygiene and toxicology for Olin Corporation, New Haven, Connecticut, said Olin conducts regular biological tests on its employees to determine whether they are experiencing harmful reactions to any chemicals. But he said such tests must be conducted early, even before the workers are aware of any symptoms, so they can be removed from exposure.

Two to three per cent of the work force are problem drinkers, according to Dr. J.D. Black, of Ontario Hydro's health and safety division. He described alcoholism as industry's "million dollar hang-over," and said problem drinking is

...tests must be conducted early, even before the workers are aware of any symptoms...

often camouflaged by the employee himself and even by his boss or well-meaning fellow workers.

Typewriters are not hazards in themselves, but workers sometimes injure themselves by lifting them, said A.H. Danek, co-ordinator of administrative services for International Harvester Company of Canada Limited.

He described an office as a "dangerous" place to work: people trip and slip on pencils, electrical outlets or garbage cans; they crush their hands opening doors or filing cabinet drawers; office workers can fall downstairs or get hit by opening doors. He said his company instituted an "office employee safety program" with wardens trained in fire prevention, first aid and building evacuation procedures.

F.J. Doyle, chairman and president of Canadian Pittsburgh Industries, gave the conference keynote address, warning that both government and industry must take steps to correct abuse of public and



private compensation benefits from industrial accidents.

T.H. Davidson, a safety consultant to the IAPA, told the conference participants they sometimes expected production workers to do

up to 20,000 operations a day without making a mistake. But 20 per cent of all accidents resulting in personal injury are due to unsafe conditions, he said.

And Don Campbell, an IAPA supervisor, warned: "Don't expect employees to co-operate in correcting their errors unless every effort is being made to control unsafe conditions."

...people trip and slip on pencils...

In all, more than 100 speakers and panellists spoke at 60 conference sessions. Other topics included crime prevention, inflation, plant security, loss control in food products, school safety, first aid training, motor vehicle maintenance and safety, electrical safety and off-the-job safety.

John D. Abell, manager of manufacturing and facilities engineering for International Harvester Company Limited was elected president of the association, succeeding George A. Franklin, vice-president, industrial relations, GTE Automatic Electric (Canada) Limited. [9]

The Canadian labour market

by Roy LaBerge

The Economic Council of Canada has put forward several recommendations aimed at removing obstacles to a "more efficient and more humane" Canadian labour market.

They include new statistical measurements of the market; a continuing review of the unemployment insurance program; improvements in the industrial relations system; a permanent program of job creation; and better job opportunities for young people, the aged, mothers with children, and people who are physically handicapped "or otherwise disadvantaged."

The recommendations appear in a 300-page report entitled *People and Jobs — a Study of the Canadian Labour Market*, which describes as inadequate the current data on which Canadians base their knowledge of the labour market.

The report, published in March, is the result of a three-year study by ECC researchers and outside consultants. It provides Canadians with an up-to-date description of a highly fluid labour force.

"We can no longer take the view that the labour force is composed mainly of workers who stay put, holding one job year in and year out, while only a small number change jobs frequently and experience unemployment," the council contends.

Roy LaBerge teaches social science at Algonquin College, Ottawa. He is also a journalist and former editor of Canadian Labour.

For example, at any point of time in 1975, a few more than 10 million Canadian residents were working or actively looking for work. But overall, "taking account of the continuous ebb and flow of persons in and out of the labour market," the actual number who worked some time during the year in full-time, part-time, or casual jobs exceeded the reported labour force total by an estimated 2.5 to 3 million.

And of the approximately 13 million total participants in the labour force last year, as many as 40 per cent, or possibly more, "changed jobs with or without a bout of unemployment, entered, re-entered, left the labour force, or became unemployed."

To the ECC, our present main sources of labour market knowledge — monthly or quarterly data on the stocks of employed and unemployed persons, and job vacancies — are not good enough.

"We can no longer take the view that the labour force is composed mainly of workers who stay put..."

The Council recommends that Statistics Canada, with the co-operation of other departments and agencies "develop, publish and analyse additional information with respect to employment, unemployment, turnover, gross flows, and the wages and incomes of families and individuals."

The report questions current use of the aggregate unemployment rate as an indicator of the performance of the economy and of the hardships of families and individuals.

It is no longer "a complete indicator of idle labour capacity" since employers have difficulty finding workers with the appropriate qualifications, and many workers have difficulty finding acceptable jobs. Moreover, increasing numbers of women and young people, while not part of the labour force in a statistical sense, "would nevertheless like to find jobs."

The ECC also rejects the unemployment rate as an indicator of economic performance or of tightness in the labour market. Since there is no single market for labour, there may be "wage-increasing bottlenecks" in certain occupations, or regions, while the aggregate rate continues to indicate over-all slackness in the market. Moreover, "buoyant economic activity and high inflation rates have been accompanied by high unemployment levels in recent years."

The Council believes the seasonally adjusted changes in non-agricultural employment or the unemployment rate for males in the 25-44 or 25-54 age groups could be a "more useful" measure of economic activity.

The gross unemployment rate also fails as an indicator of hardship because poverty "is no longer a phenomenon closely related to the labour market." This is largely because half of all families today have two or more income earners.

In half the cases where unemployment occurred in 1971, the average family income was higher than that of families with no unemployment. The net contribution of supplementary breadwinners to the family income "more than compensated for the period of unemployment they endured." Since then, increases in unemployment insurance benefits "may have further improved the situation."

"The build-up of the unemployment insurance program to the point where some benefits paid to individuals exceed provincial minimum wages, coupled with the fact that typically more than half the unemployed are not, in any event, the main family income earner, makes it clear that inferences about hardship on the basis of aggregate unemployment rates can be quite misleading," the ECC says.

"For this purpose, although one might suggest more appropriate measures of hardship associated with unemployment, we believe that it is more useful to concentrate directly on the adequacy of incomes, and on the improvement of data linking the incomes of individuals and families with work activity."

The ECC calls on the federal and provincial governments to take steps immediately to develop a

Our present main sources of labour market knowledge..are not good enough

program to create "continuing auxiliary jobs linked to the unemployment insurance system and aimed particularly at groups and areas faced with high unemployment." The program would work through conditional grants to the provinces, municipalities, social service agencies and participating businesses, and would be available to people who would normally be eligible for unemployment insurance benefits. This would not be a measure to combat cyclical unemployment but a "continuing mechanism."

The researchers found in cities and metropolitan areas "a real need" for better police protection, health care, pollution control, industrial safety, and transportation facilities, and "the tax base simply does not provide fully for these services." They note:

"In short, unmet needs and idle human beings coexist. With a suitable catalyst, they might well be conjoined productively. By the same token, taxes that are now channelled to unemployment insurance claimants might well be more efficiently used to create jobs that help to meet recognized human needs."

The auxiliary jobs would be available only to "genuinely unemployed" UIC claimants who are permanent members of the labour force. The program would involve creating continuing jobs "that would be held only for limited periods by each participant, who would be expected soon to return to

a mainstream job." The workers would get their unemployment insurance benefits "topped up by additional amounts" to help make the program "attractive enough that no unemployment insurance claimant would have to be compelled to use it."

"We have in mind, for example, auxiliary work that could be performed for, and administered by, the Red Cross, the Crippled Children's Association, the Canadian National Institute for the Blind, and other agencies as well as by municipalities," the ECC explains. "We also perceive a need for auxiliary social workers, paramedical workers in hospitals and clinics, police aides, recreational personnel, road and building maintenance crews, and day-care attendants. In the main, these jobs would not require substantial amounts of accompanying expenditure on overhead or equipment."

Canadian rates for "quits and layoffs" were 20 per cent higher than in the U.S., 50 per cent higher than in France...

The ECC proposes measures to ensure fuller participation in the labour market of women, young people, the handicapped, welfare recipients and people living in outlying areas.

Improved day-care is one need the report mentions, but it calls also on both the private sector — management and labour — and governments "to review their efforts and funding priorities with a view to enriching the opportunities, career content, flexibility, and productivity of the work environment," for these groups.

The report deplores a "growing compartmentalization of employment" which it says is apparent in "the tendency for employers, professional associations and licensed groups to establish unnecessary skill requirements or other barriers to jobs." Provisions dealing with working conditions should be "harmonized" to remove "obstacles to efficient utilization of all labour resources."

"...once qualified for benefits, persons wait longer before returning to work..."

It calls also for increased protection of workers against industrial diseases, more research and training in this area, and more uniformity of occupational standards in both provincial and federal jurisdictions.

Finally, the Council calls on federal and provincial governments, in conjunction with labour and management, to "accelerate their efforts to reduce discriminatory entry barriers to jobs; to ensure adequate standards of employment and income for unorganized workers, including removal of barriers to collective bargaining, extension of minimum wage coverage, and notice and severance pay in the event of layoffs; and to provide better protection against occupational health hazards."

The report says a combination of geography and varying rates of growth of different industries have helped produce one effect observed by the Organization for Economic Co-operation and Development: "hiring and separation rates were higher in Canadian enterprises than in virtually all of the leading

European countries and the United States." Canadian rates for "quits and layoffs" were 20 per cent higher than in the U.S., 50 per cent higher than in France and triple the rates in West Germany.

The ECC's recommendation of a continued review of the Unemployment Insurance program, aimed at limiting abuse of it, follows examination of several individual studies of the effects on the labour market of 1971 revisions to the Unemployment Insurance Act. The revisions extended coverage to almost all employees in the labour market and, at the same time, raised benefits.

The ECC study concludes that the increases did produce some "disincentive to search for gainful employment," or, more precisely, "a stronger inducement to remain idle voluntarily." This was particularly true for women and for people whose previous income was low "and for whom the absolute difference between weekly benefits and offered wages was not wide."

While the effects of the revisions were difficult to quantify, "it seems clear that they helped to stimulate the economy and create new jobs. But, by easing the financial difficulties associated with unemployment, they also contributed to more voluntary idleness than would normally have occurred."

The researchers estimate, for example, that in 1972 the stimulus of the additional \$1 billion accruing to UIC beneficiaries may have contributed to growth in employment of perhaps 0.5 to 1.0 per cent — or 80,000 additional people — and to an increase in the unemployment rate of around 0.7 per cent — 60,000 to 75,000 people.

"Undoubtedly there were abuses and some administrative confusion

following the introduction of the new legislation," the report comments, "but since then, positive efforts have been made to tighten eligibility requirements and to screen applicants."

The researchers add this observation: "The data on the duration of claims seem to indicate that once qualified for benefits, persons wait longer before returning to work...If there is a negative incentive to work because of unemployment insurance, therefore, the problem now seems to be not so much the inducement to quit work...but that recipients are less likely to undertake job searches."

Further amendments to the Act, that took effect on January 1, 1976, doubled the penalty period during which no benefits are paid to persons who voluntarily quit their jobs or are dismissed for cause — making their total waiting period eight weeks compared with two for persons involuntarily unemployed.

...between 1961 and 1974 male employment increased by 36 per cent, female employment by 89 per cent...

The Council focussed its study of the labour market mainly on the supply aspect, since demand factors are normally examined in its annual reviews. In its decision to undertake the three-year study, the ECC was concerned about "the apparent upward drift of the unemployment rate at peak demand, when the economy is harnessing all of its human and material resources and incentives at capacity output."

The study presents a new and

Part-time employment now accounts for about 12.5 per cent of total employment...

careful look at a labour market in which employment has increased by 50 per cent since 1961 — a rate substantially higher than in any other Western nation. Despite this expansion, and several years of strong aggregate demand, the unemployment rate also rose: it was 3.6 per cent in the 1960s, 5 per cent in the 1970s, and recently has exceeded 7 per cent.

It points out that traditionally when unemployment increased there was a corresponding decrease in the demand for workers, as indicated by the Help Wanted index and the number of job vacancies. But during the early 1970s, job vacancies climbed significantly without much moderation in the unemployment rate.

Hence, Canada finds itself in this dilemma:

"To achieve a stipulated reduction in unemployment today would require a much greater increase in aggregate demand — accompanied by inflationary pressures — than was necessary a decade or so ago. By the same token, to effect a stipulated easing in the rate of price increase would now require proportionately greater sacrifices in terms of idle human capacity."

Despite the recent slackening in output, Canada's real growth averaged 5 per cent annually over the past 10 years, but most of this was due "to employment growth rather than productivity increase." Since 1963, Canada's growth in output per man-hour has been "consistently lower" than that in all other OECD countries except the United States, and Canadian

measured unemployment has exceeded the rates in all except the U.S.

The higher unemployment rate, of course, partly reflects a high degree of job seasonality and substantially higher rates of job turnover than in all other OECD countries: "Apart from their counterparts in the United States, Canadian employers have fewer restrictions in collective agreements or legislation limiting their freedom to hire or lay off workers than do their European counterparts."

The ECC notes these employment trends between 1961 and 1974: While male employment increased by 36 per cent, female employment rose by 89 per cent and employment of young people — in the 14-to-24 age group — rose by 91 per cent. And in 1973-1974, "more than one third of the substantial labour force growth could be attributed solely to increases in the participation rates of young people and women."

"...about 60 per cent of all women in the labour force are married..."

Another development in the 1961-1974 period was that service industries extended their share of total employment from 29 per cent to 37.4 per cent, while manufacturing, the second largest employer, lost ground — from 24 per cent to 22.5 per cent. All the primary industries — forestry, fishing, trapping and mining — declined in relative importance as employers, with agriculture faring worst of all. Employment in agriculture has been almost halved since 1951, and its share of total employment fell from 18 per cent then to about 5 per cent in 1974.

"Only half of all farm operators now identify farming as their major source of income; indeed, until recently, income from non-agricultural activities accounted for close to 60 per cent of farm family earnings," the ECC observes.

The report points out an interesting corollary of the relative expansion in the new service sector: Part-time employment now accounts for about 12.5 per cent of total employment, up from under 4 per cent in 1953. (Part-time workers are defined as those normally working fewer than 35 hours a week.)

The ECC cites four supply factors that have contributed to the 3.3 per cent annual increase in the Canadian labour force since the early 1960s:

- the increase in the working-age population resulting from the post war "baby boom";
- the flow of immigrants who have traditionally accounted for 20 to 36 per cent of labour force growth;
- a decline in emigration from Canada since 1968. In the past, about one half of emigration had been to the U.S., but this flow has been reduced by two thirds since U.S. immigration laws were made more restrictive several years ago;
- a "growing propensity" of women of all ages to work.

One result of the baby boom is that 200,000 young people are leaving school and seeking work every year, compared with 60,000 a generation ago, and people under 24 now make up one quarter of the labour force.

An analysis of students in the labour force in November 1972, produced these surprising data: "Close to 500,000, or 21 per cent, of

all students were also reported in the labour force. Since they worked during the school year, the presumption is that many held part-time jobs.

"The unemployment rate for students was only a third as high as for the non-student population. Thus very few in the pool of unemployed young people were students looking for jobs.

"Half of all families today report two or more income earners"

Many factors contributed to a 5 per cent annual growth rate for the female labour force compared with 2 per cent for males: women's rising educational levels; their exercise of more choice in family planning; changing job requirements and the employment opportunities accompanying urbanization. Moreover, more married women have taken full- or part-time jobs because of "changed perceptions of their role as contributors to the support of their families.

"Today, about 60 per cent of all women in the labour force are married, compared with 10 per cent 35 years ago."

Women account for about one third of the labour force and about 32 per cent of unemployment. Young people — 14 to 24 — account for one quarter of the labour force and one half of all unemployment.

The researchers suggest that many young people seeking work for the first time "more readily accept part-time or part-year work without too much concern for job security, or voluntarily leave the jobs they hold

in search of a more rewarding career."

Turnover rates — discharges and quits as a proportion of average annual payroll — average 28 per cent across industries, from a low of about 3 per cent to a high of close to 130 per cent. Highest rates were for individual firms in mining, pulp and paper, and wholesale and retail trade. Utilities and integrated oil companies reported lower than average turnover.

Among companies in the same industry, turnover rates in some firms were many times higher than in others, suggesting "substantial room for improvement in personnel strategies and working conditions in some companies."

How long do people stay with the same employer? Canada Pension Plan records suggest an average of from two to three years for women, and three to four years for men. Among young people, it is less than one year for males and one and one-half for women.

Wage gains per employee rose close to 7 per cent a year between 1966 and 1973, and over 12 per cent in 1975. "With estimated productivity during the same period increasing at a rate closer to 2 per cent, the result was clearly incompatible with stable prices."

But, by the same token, "the inflation of the last few years has eroded most of labour's wage gains; indeed, in some sectors it has actually reduced real income."

There is evidence that employers have become "unusually selective" in hiring practices because of rising wages and prices; "In 1973 and 1974 Canada Manpower Centres reported a lower success rate in filling employers' requests for workers despite an increase in client referrals."

Although job vacancies hit all-time highs in 1973 and 1974, 54 per cent were in semi- and low-skilled categories, offering pay rates roughly 15 to 25 per cent below the average for those occupations. Many were in marginal enterprises or offered "tough working conditions and no job security."

The researchers found some indication of a reduction in male-female wage differentials for some occupations, which in many sectors range between 10 and 20 per cent, but "progress is slow."

Only one third of all wage and salary earners are organized in unions, about the same proportion as in the U.S. and West Germany, but much lower than in the Scandinavian countries, Belgium and Austria, where the proportion runs between 60 and 80 per cent. One Ontario study found average hourly wages of production workers in unionized manufacturing enterprises to be 10 to 17 per cent higher than in unorganized enterprises, but these findings "should be interpreted with caution." Organized employers also contributed more to fringe benefits.

The "vast majority" of welfare recipients are not employable

The report observes that this "limited extent" of union organization and collective bargaining coverage "makes large groups of wage and salary earners highly dependent on the enforcement of minimum-wage and employment-standards legislation." However, the few studies done on the subject "show the past increases in provincial minimum wage rates have had relatively little impact on employment...Perhaps the main

***"One out of three
Canadians would accept
unemployment insurance
rather than work at the
minimum wage"***

effect has been to force managers to make more efficient use of labour and to encourage some capital/labour substitution or greater use of part-time workers. Over-all, this implies some relative diminution of the demand for labour."

Average money income per family increased by 67 per cent between 1967 and 1973 — from \$7,602 to \$12,712, and because of the trend towards smaller families the increase in average per capita was even larger — 82 per cent. "Much of the real gain in family income stems from the fact that more family members are working today than ever before. Half of all families today report two or more income earners."

Poverty also is down: "Using the Council's traditional criterion of family spending requirements, "the incidence of poverty among families dropped from 18 per cent in 1967 to 11 per cent in 1973, and among unattached individuals, from 39 per cent to 33 per cent.

Local Initiatives Program grants created about 250,000 jobs between 1971 and 1975, but "since LIP projects are temporary, virtually all these jobs were subsequently terminated. Thus, while LIP grants undoubtedly have local significance our overall findings show that they have relatively little impact on

reducing measured unemployment below levels that might be achieved through similar government expenditures or tax cuts."

About 1.3 million Canadians rely on social assistance, and the study finds the "vast majority" of welfare recipients are not employable.

The report also includes a summary of the findings of recent studies of Canadian work values. They indicate that Canadians "are strongly motivated to work and generally hold jobs not only because they have to but because they like to...The vast majority of Canadians would prefer suitable work to unemployment insurance but about one out of three would accept unemployment insurance rather than work at the minimum wage."

The ECC also comments on anticipated developments in the labour market:

- The natural rate of increase in the labour force will slow down in the late 1970s, and it is likely that by the beginning of the next decade, Canada will have to depend increasingly on immigrants as a source of labour force growth and over-all economic activity.
- Demand for manpower will continue to shift towards service and related industries, with their share of total employment increasing from 63 per cent in 1974 to 68 per cent in 1982. The proportions for all goods-producing industries are expected to decline.
- Unemployment will likely fall to "more traditional" levels with renewed economic growth and an


easing in the rate of annual labour force expansion.

The ECC says the "area of greatest uncertainty" ahead involves the inter-relationship of "inflationary expectations, the struggle of the different participants for real income gains, and the effects these will have on the job opportunities and work decisions of regular and part-time members of the labour force.

"Inflation rewards certain groups that exercise market influences and arbitrarily punishes the less protected by eroding their purchasing power. Windfall gains accrue to some, real losses to

***Demand for manpower will
continue to shift toward
service and related
industries***

others; and remedial efforts to redress the balance often set in train further inflationary pressures that, in turn, weaken financial credibility throughout the system. In the long run, market stability is undermined; investment opportunities are lost; and employment growth is delayed."

There is a "vitality, efficiency and competitive initiative" in the Canadian labour market, but the system presupposes "a sense of responsibility on the part of all parties." Hence the council concludes that much of the potential of the years ahead could be undermined if the federal anti-inflation program fails. 

Canadian retirement policies

by Roy LaBerge

A worker's 65th birthday marks the end of her involvement in the labour force. One day she has a job and a regular income, the next she is without work and her income is drastically reduced. Most Canadians have no choice in the matter, and the Canadian Council on Social Development says they should have.

The council, a national non-governmental organization has taken this stand in a formal policy statement, calling on governments to develop retirement policies that will offer more options to people in the 60-to-70 age group.

"It is no longer satisfactory that retirement from the labour force should be the casual offshoot of economic or employment policies...."

According to the council, the right to work after age 65 "barely exists" because of widespread compulsory retirement policies in both government and private sectors. Add to this "a serious lack of opportunities for alternative work" for people over 65.

The right to retire before 65 is available only to a minority of the labour force because it is related directly to existing pension plans. Only 40 per cent of the labour force is covered by private pension plans, and only a proportion of those plans provide for early retirement: "The group involved is quite small in relation to the total labour

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force...For the majority the choice does not exist."

The statement's strong criticism of compulsory retirement at age 65 was echoed, in an interview, by Reuben Baetz, the council's executive-director: "We have drifted into the practice of retiring people at 65. That should be changed. People should be given more freedom of choice as to retirement age — anywhere between 60 and 70."

Baetz found an anomaly under existing retirement programs: "People with less education and those who do heavy manual work, ironically, have to remain in the labour force up to 50 years, whereas those with more education and lighter jobs often can get out after 35 years" because they have better pensions.

The policy statement comments: "It could be argued that in fact

"People should be given more freedom of choice as to retirement age"

those whose work involves heavy manual labour or intensive work in conveyor-belt type industries should have a high priority for opportunities for the shorter working life, but except where strong unions have negotiated early retirement provisions within private pension arrangements, the opposite is true."

Baetz noted that some unions are seeking a lower retirement age, and stressed that it is important that the individual have a choice: "It is an infringement on human rights to tell someone that he or she must leave the labour force at age 65."

He had this warning for unions: "When you negotiate a contract that says 'Out at 60' you must be careful that you are not retiring people into poverty. With rapid inflation, a pension that appeared good at age 60 is nothing by the time you reach 70." He noted one exception: public servants whose pensions are tied to increases in the Consumer Price Index.

The policy statement outlines several steps needed to restructure the existing pension system "to offer a more satisfactory retirement income for all" and to achieve "more equitable pension and retirement arrangements."

The first it lists is, of course, upgrading the Canada and Quebec pension plans to provide a pension of at least 50 per cent of income and preferably 75 per cent "up to the

average industrial composite of wages and salaries," with premium subsidies for low-income people, if needed.

The policy statement says the 50-per-cent level is "quite feasible" and the higher one would be possible "if the over-riding priority of the plan was the provision of the best possible pension from the money available."

On this point, the council believes, "the government has an obligation to inform the public in a clear, non-partisan way what contribution levels would be needed to achieve higher rates in a straightforward, pay-as-you-go plan, and what the rates would be if the practice of lending surplus funds to the provinces is to be continued. In this way, Canadians can weigh the options before them."

The council wants the private pension plan system to be invited "either voluntarily or through acceptance of regulation" to reform its present system to provide "immediate vesting, adequate portability arrangements, adequate survivor provisions and worker participation on pension fund management."

The council says it makes this recommendation on the assumption that the principal function of the private system would be to provide additional pensions above the average wage and that it should be available to "all those earnings above the average wage." In addition, the private system might continue to have functions "in providing for early retirement in particular industries."

Private plans "are seriously deficient in their portability and vesting provisions and their provisions for survivors."

"It is an infringement on human rights to tell someone that he or she must leave the labour force at age 65"

"The private pension system also fails to offer the worker guaranteed security that he or she will receive a pension, and all the available evidence suggests that less than 10 per cent of the labour force receives a full paid up pension plan on retirement," the policy statement says.

If the private system failed to offer "an adequate arrangement" within an agreed length of time — the council suggests five years — then the Canada and Quebec pension plans should be further extended to cover wages at least one and one-half times and preferably double the average wage. "Income earned over that level would be excluded in order to obviate excessive payments to the higher income groups," the statement proposes.

It also calls for a regular review of the role of the pension system, including the Guaranteed Income Supplements and provincial supplements, and the place of Old Age Security in the total pension structure.

As a first step to facilitate a more flexible retirement age, the Quebec and Canada pension plans should become available, at the latest, "after a maximum of 45 years in the labour force, or at 65 years, whichever is the earlier."

The council also suggested pension credits for involuntary unemployment — periods spent by women workers in child bearing and child

rearing, services in the armed forces during the Second World War, and special consideration for immigrants.

The council's report was made public just a few days after Laurence E. Coward, a Toronto actuary, warned that private pension plans will have to perform more efficiently over the next few years if they are to remain viable supplements to the Canada Pension Plan.

In an address to the Canadian Club of Toronto, he questioned what would happen to the country's capital market if the flow of money from private pension plans stopped.

Coward, executive vice-president of William M. Mercer Ltd., the country's largest employee benefit consulting firm, said the private pension industry had 3.5 million members in 20,000 plans, a 50-per-cent increase in both during the

The right to retire before 65 is available only to a minority of the labour force

past ten years. Over the same period the industry's assets tripled to \$30 billion.

He said companies with employee pension plans face a tremendous task in relieving "the hardship to pensioners caused by inflation." Although such a policy was "enormously expensive" it was also "absolutely essential."

Unless employer pension plans are improved, "the government will have an excuse to squeeze them out and pre-empt the field," he warned.

Coward saw public and private plans complementing each other: "Employers' plans provide for flexibility, experimentation and choice; government plans provide a minimum floor.

"Let us work to maintain that balance. The consequences of letting the private system die are too serious in their social and economic implications," he added.

Meanwhile, Quebec has passed a law outlawing so-called "benefit-offset" plans, and the other provinces are expected to follow suit.

Benefit-offset plans are private pension programs in which the retired employee's benefits are reduced by the amount of any increase in Canada and Quebec pension plan benefits. There are several in existence and interest in them has grown since the CPP and Quebec plans were indexed.

...Canadians generally don't make adequate plans for retirement

Money isn't the only problem, however. Baetz says Canadians generally don't make adequate plans for retirement: "A lot of activities and courses geared to retirement have sprung up in recent years. The Council would like to see them better co-ordinated under one department in each provincial government."

Changes in the pension system are not enough, however, to provide freedom of choice on retirement age. The Council also makes these appeals to government policy makers:

- "Discourage the practice of compulsory retirement." The

council notes that governments themselves lead "in imposing compulsory retirement on their own employees," so a first step must be reconsidering their own regulations. The proposed Human Rights Bill (C-72) would have to be amended because it specifically exempts compulsory retirement from its anti-discrimination provisions. "Similar provisions in provincial human rights legislation also need attention."

- Develop manpower policies aimed at "enabling the right to choose work for those of pensionable age, including job redesign, specialized placement services for the older worker and the encouragement of more part-time opportunities."
- Develop programs of "recurring education" — "access to educational opportunities at appropriate times over the total life cycle" — offering people with low levels of early education opportunities for upgrading in the labour force. By increasing their earning power they could ultimately increase their pensions.
- Undertake with the provinces "the more systematic development" of pre-retirement courses, preferably co-ordinated under one department in each province.

The policy statement says many of the assumptions on which present pension policies are based "show little evidence of clear thinking by policy makers on a range of important issues, or if thinking has taken place, it has not been clearly and fairly shared with the Canadian people."

"There are a number of important practical and philosophical issues that should be having an impact on policy," the statement continues.



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"It is generally agreed that pensions are deferred wages. This concept has clear implications for vesting arrangements, for the availability of information on what is happening to those deferred wages, and for the right of the workers to share, through appropriate representatives in pension fund management.

"We need to review the issue of flat-rate and/or wage-related pensions, and if the latter are preferred (as they seem to be), what level of wage-relatedness is appropriate or feasible.

"The validity of funded pension systems versus the pay-as-you-go approach is once again in question as a result of inflationary pressures on pension funds.

"We should examine more closely how private pensions are being paid for, in particular the fact that all workers are in effect helping to pay for the private pensions of 40 per cent of the labour force, as a result of tax arrangements and the passing on of employer costs to the consumer in the price of goods and services.

"Perhaps most important, we need to be clear as to the extent to which other interests are being put before

those of pensioners and their survivors in the functioning of the pension system within the economic and political system."

The statement says the present arrangements for retirement income are a "very substantial improvement" over those prevailing before 1966, "and have certainly conquered the worst of the poverty of the retired." However, "they cannot be regarded as adequate as the long-term arrangements of an affluent society."

"...with rapid inflation, a pension that appeared good at age 60 is nothing by the time you reach 70"

"Through a more realistic approach to the private pension system, rational use of available resources and enhanced opportunities to achieve a more satisfactory level of contributory pension through the Canada (Quebec) Pension Plan, retired Canadians could certainly be offered a better deal."

The council suggests also that

Canada would do well to examine programs in European countries with viable economies — such as Sweden and West Germany — and their ability "to combine good pension levels with adequate social services."

"Canada must find its own solutions to its own problems, but before we dismiss proposals for change as impossible to achieve, we should be prepared to examine, with an open mind, the variety of possible systems which might enable us to achieve a better life for the older Canadian."

One of the council's Canadian legislative objectives may soon be reached in the United States. Just a few days after the policy statement was released, the House of Representatives subcommittee on aging held hearings on a bill that would include workers over 65 in a law forbidding job discrimination against the aged that now covers only people in the 45-to-65 age group. The bill would also open up pension plans that require retirement at 65.

Several organizations representing older U.S. residents are pressing for abolition of compulsory retirement at age 65. [E]

A change in the Canada-U.S. wage gap picture

A recent major revision in the measurement of the U.S. productivity performance has altered the picture of U.S.-Canada unit labour costs presented in the *Policy Review and Outlook, 1976: Challenges to Complacency*, published by the C.D. Howe Research Institute in February. (LG, April, p.196.)

The official statistics on U.S. productivity for the past few years have been revised downward, and the revisions are so large that they affect the comparisons between Canada and the United States reported in the *Review* and *The Labour Gazette*. The revisions mean that the deterioration in Canada's competitive position in the past few years has been *less severe* than the *Review* indicated, and the basis for the current policy debate on wage and productivity issues has been altered. Publication of this information should provide an incentive for other researchers, both inside and outside government, to explore the implications of these new data.

One of the perils of economic analysis is that the statistics used are often subject to revision, although it is unusual to see revisions as large as those that have taken place in the U.S. data. In this case, there are prospects for further revisions in both countries which could alter the picture yet again.

The U.S. Department of Commerce has revised its estimates of output in the manufacturing sector

downward, and this, in turn, has led to a downward revision in the growth in productivity (output per man-hour). The revisions make a rather startling change in the U.S. performance, indicating that productivity increased by an annual average of 1.5 per cent per year between 1969 and 1974, rather than the 3.8 per cent reported in the old statistics. Canada's manufacturing productivity increased by an average of 2.9 per cent during this period, so the U.S. revisions actually reverse the comparison of productivity in the two countries. (Table 1 provides the corrections to the table that appeared in the *Policy Review* and *The Labour Gazette*. There are also some minor amendments to the Canadian data.)

As the *Policy Review* explained in some detail, Canadian wages in manufacturing have been rising more quickly than those in the United States in recent years, leading to a closing of the long-standing wage gap between the two countries. Unit labour costs in the two countries (calculated by dividing wages per man-hour by output per man-hour) increased at about the same pace between 1969 and 1975. Both wages and productivity increased at a faster pace in Canada, but, taking the two together, the rise in unit wage costs was about the same as in the United States.

The adjustment for exchange rate variations indicates that the increase in the value of the

Canadian dollar since 1969 has put Canadian manufacturers at some disadvantage. Table 2 shows the effect of the exchange rate movements more clearly. The deterioration in unit costs, expressed in national currencies (column 3), was only 0.5 per cent from 1969 to 1975, and the deterioration in Canada's position, adjusted for exchange rate movements (column 6), was 6.1 per cent. (The earlier data had placed this figure at 16.1 per cent.) Wage costs are only a portion of the total costs of a firm, so the overall impact on the total production costs of the average Canadian manufacturer would be roughly 2 per cent. Direct wage costs account for 23.7 per cent of the selling value of manufacturing shipments. Thus the impact of this deterioration in costs is 1.4 per cent (23.7 per cent of 6.1 per cent). The faster rise in direct wage deterioration is somewhat more than 2 per cent. This is a small amount, but it is not a negligible amount in highly competitive markets.

While the main thrust of the Maxwell-Goldman analysis of the wage gap remains correct, the conclusions have been stated more strongly than is now justified. Specifically, the deterioration in Canada's competitive position has, on average, been less severe than the *Review* indicated. However, economists Judith Maxwell and Barbara Goldman of the C.D. Howe Institute also explain that the average for all manufacturing

includes a wide variety of individual industry situations. It seems likely that some industries have experienced a dramatic shift in relative wage rates in recent years without enjoying the productivity performance needed to keep unit labour costs from rising.

It is important to note that the figures quoted here reflect only recent trends and do not reflect the absolute level of either productivity or unit costs. The Economic Council of Canada has estimated that the Canadian manufacturing sector had a productivity level 27 per cent lower than that of the United States in 1963 and that this productivity gap had narrowed to 22 per cent by 1972. This 1972 estimate may also be influenced by the recent revisions, but the fact remains that there is a substantial productivity gap between the two countries and that the wage gap, which averaged 26 per cent in the early 1960s, has now been closed.

There are two other important points to keep in mind:

- First, while Canada's productivity growth from 1969 to 1974 was stronger than that of the United States, the growth of productivity in Canada appears to be slowing from the rates experienced in the 1950s and 1960s (see the top panel of Table 1). This means that from now on the rise in wages will have to be slowed or else there will be significant increases in unit costs in the future.
- Second, the recent U.S. performance on unit labour costs reflects the fact that the recession in the United States was more severe than the one in Canada. As the economic recovery proceeds, U.S. firms can anticipate two favourable developments: a stronger cyclical improvement in productivity as capacity utilization improves and a more moderate increase in labour and

TABLE 1
Productivity and Compensation Trends in Manufacturing,
United States and Canada, in National Currency, Selected Periods
(percentages)

	Annual Growth Rate ^a			
	1952-63	1963-69	1969-74	1963-74
Productivity				
— output per man-hour: ^b				
United States	2.6	2.7	1.5	2.1
Canada	4.2	4.5	2.9	3.8
Average hourly earnings:^c				
United States	3.7	4.4	6.6	5.4
Canada	3.8	6.2	9.4	7.6
Compensation per man-hour:^d				
United States	4.5	5.0	7.2	6.0
Canada	4.5	6.5	8.3	7.3
Unit labour costs:^e				
United States	1.8	2.3	5.6	3.8
Canada	.3	1.9	5.2	3.4

^a Compound interest tables are used to determine annual growth rates. (There may be rounding errors.) This method differs slightly from that used to calculate annual percentage changes in the original table, but this change does not account for the difference in growth rates between the two tables. 1952-63 refers to an eleven-year period, 1963-69 to a six-year period, 1969-74 to a five-year period, and 1963-74 to an eleven-year period.

^b Productivity is calculated by dividing real output by man-hours worked for all employed persons in manufacturing. The productivity figures for the United States reflect revisions in the U.S. National Accounts as of February, 1976.

^c Average hourly earnings for Canadian companies having twenty or more employees refer to wages for hourly-rated wage-earners, while earnings data for the United States refer to productivity workers (who in most cases are paid on an hourly basis) in establishments without any size limit. Average hourly earnings does not measure total labour compensation because fringe benefits are excluded. It is included here for comparison with compensation figures used in calculating unit labour costs.

^d Labour compensation per man-hour includes all payments in cash or in kind by domestic producers to employed workers — including wages, salaries, and supplementary income of paid workers — plus an imputed income for self-employed workers.

^e Unit labour cost is the ratio of labour compensation to real output or the ratio of labour compensation per man-hour to output per man-hour (that is, productivity). It is a measure of the cost of labour per unit of real output. The figures for the United States also reflect revisions in the U.S. National Accounts as of February, 1976.

Sources: Data from the U.S. Department of Labor, Bureau of Labor Statistics, Office of Productivity and Technology, February, 1976; *Economic Review*, op. cit., p. 156; U.S. Bureau of Labor Statistics, *Employment and Earnings* (Washington: Government Printing Office); and Statistics Canada, *Employment, Earnings and Hours* (Ottawa: Information Canada).

This is an update of Table 3.4, p. 89, *Policy Review and Outlook, 1976: Challenges to Complacency*, L.G. April, p. 197.

materials costs, reflecting the slower rise in wages and in prices in the United States. The combination of these two trends could still put Canadian firms at a greater competitive disadvantage than the existing data would suggest.

All statistical agencies make regular revisions to their series, but it is unusual to see such a large revision in such a basic series. In this case the changes are important enough to draw to the attention of the public and of the readers of the *Policy Review* and *The Labour*

Gazette. Copies of the amended tables and charts can be obtained from the Institute on request. Further information on the U.S. revisions can be obtained from the Bureau of Economic Analysis, U.S. Department of Commerce, Washington, D.C.

TABLE 2

Trends in Unit Wage Costs in Manufacturing, United States and Canada, 1969-75
(1969=100)

	Unit Labour Cost in National Currency			Unit Labour Cost in Canadian Dollars ^b		
	U.S. (1)	Canada (2)	Index of Differential ^a (3)	U.S. (4)	Canada (5)	Index of Differential ^a (6)
1969	100.0	100.0	100.0	100.0	100.0	100.0
1970	107.3	106.0	101.2	104.0	106.0	98.1
1971	108.5	106.3	102.1	101.8	106.3	95.8
1972	109.0	110.4	98.7	100.3	110.4	90.9
1973	114.6	115.7	99.1	106.5	115.7	92.1
1974	131.1	128.9	101.7	119.0	128.9	92.3
1975 ^c	145.6	146.4	99.5	137.4	146.4	93.9
Change in differential (percentages)						
1969-74			1.7			-7.7
1969-75			- .5			-6.1

^a Unit labour cost of U.S. manufacturing sector divided by that of Canada and multiplied by 100. If differential is greater than 100, U.S. labour costs have increased faster than those in Canada; if less than 100, the opposite is the case.

^b This is the index of unit labour cost multiplied by the exchange rate, expressed in Canadian cents per U.S. dollar.

1975 data was preliminary. Unit labour costs for the United States are from the U.S. Bureau of Labor Statistics, *NEWS* (Washington:

Department of Labor, April 26, 1976). The Canadian figure is an estimate by HRI staff.

This is an update of the table in the *L.G.*, April, p. 198.



Employment fatalities in Canada 1972-1974

Fatalities by Region

Fatalities in the Eastern Region decreased by 10.2 per cent in 1974 although employment in the region increased by 3.3 per cent over the same period. In Ontario, by comparison, fatalities increased sharply by 45.9 per cent over 1973 in which year an increase of 10.7 per cent was recorded over the previous year. The employment increases in each case were far less than the increase in fatalities, being 4.6 per cent in both 1974 and 1973.

The western region experienced a drop of 5.1 per cent in fatalities in 1973, followed by an increase of 21.7 per cent in 1974, although employment increased in both 1973 and 1974.

The variations in experience in the regions can be accounted for by the different mix of industries. Thus a drop in the incidence rate in the fishing industry would have most effect on Eastern and Western region rates, whereas an increase in the manufacturing rate has its greatest impact in Ontario.

Fatalities by industry

Goods-producing industries, which

in 1972, 1973 and 1974 consistently made up just over one third of all workers employed, accounted for almost two thirds of total fatalities. In contrast, in the same periods, employees in the service industries formed nearly two thirds of all workers employed but suffered only slightly over one third of total fatalities.

Fatalities by sex

In 1972, 1973 and 1974, men constituted approximately two thirds of employed workers and suffered 99 per cent of total fatalities. Women comprised one third of workers employed and 1 per cent of total fatalities reported. These figures reflect the concentration of women workers in the less hazardous service and finance industries.

Incidence Rates

The country-wide incidence rate, the relationship between fatalities and number of workers, increased in 1974 to 0.16 from 0.14 in 1973. This is a significant increase after a period of several years of fairly stable rates.

Fatalities by accident type

In 1972, 1973 and 1974, three of the ten types of accidents accounted for nearly two thirds of the total fatalities for each of those years. These were collisions, derailments and wrecks; being struck by different objects; and slips and falls.

Fatalities by age

The under-25-years age group suffered 16.18 per cent of the total fatalities in 1974. The incidence rate, which equals the number of cases per 1,000 workers employed in the age group, was 0.098. In 1973 the corresponding figures were 18.01 per cent and 0.097 and in 1972, 16.54 per cent and 0.096. For workers 25 years and over, the percentage of the total fatalities and the incidence rates were respectively in 1974, 83.82 per cent and 0.183; in 1973, 82.00 per cent and 0.155; and in 1972, 83.37 per cent and 0.163. There is an apparent increase in the incidence rate in the age group of workers under 25 years for the past three years, but there is no apparent trend in the incidence rate for the group of workers 25 years and over.

Fatalities by region, January 1972 to December 1974

	Workers employed (thousands)			Percentage of total			Percentage change	Fatalities*			Percentage of total			Percentage change
	1974	1973	1972	1974	1973	1972	1973/74	1974	1973	1972	1974	1973	1972	1973/74
Eastern Region	3,129	3,029	2,860	34.2	34.6	34.3	3.30	361	402	408	24.64	32.8	33.6	-10.20
Ontario	3,519	3,366	3,217	38.5	38.4	38.6	4.55	604	414	374	41.23	33.7	30.8	45.89
Western Region	2,490	2,364	2,252	27.3	27.0	27.1	5.33	500	411	433	34.13	33.5	35.6	21.65

*Preliminary

Fatalities by industry, January 1972 to December 1974

	Goods-producing			Service-producing		
	1974	1973	1972	1974	1973	1972
Workers employed (in thousands).....	3,327	3,211	3,056	5,810	5,548	5,273
Percentage of total.....	36.4	36.7	36.7	63.6	63.3	63.3
Fatalities*.....	889	735	742	576	492	473
Percentage of total.....	60.8	59.9	61.1	39.2	40.1	38.9

*Preliminary

Fatalities by sex, January 1972 to December 1974

	Men			Women		
	1974	1973	1972	1974	1973	1972
Workers employed (in thousands).....	5,976	5,202	5,533	3,161	2,434	2,796
Percentage of total.....	65.4	68.1	66.4	34.6	31.9	33.6
Fatalities*.....	1,441	1,213	1,195	24	14	20
Percentage of total.....	98.4	98.9	98.3	1.6	1.1	1.7

*Preliminary

Fatalities in Canada by industry* 1965-1974

Year	Agri- culture	For- estry	Fishing	Mining	Manu- factur- ing	Con- struc- tion	Trans- port	Trade	Finance	Service	Public Admin- istration	Totals
1965.....	0.08	1.40	1.74	1.31	0.14	0.60	0.47	0.06	0.01	0.03	0.13	0.19
1966.....	0.10	1.45	1.42	1.21	0.13	0.59	0.40	0.05	0.00	0.03	0.07	0.17
1967.....	0.05	1.34	1.32	1.61	0.11	0.47	0.36	0.05	0.02	0.03	0.08	0.16
1968.....	0.05	1.28	0.79	1.15	0.10	0.46	0.26	0.05	0.00	0.02	0.14	0.14
1969.....	0.06	1.10	0.86	1.40	0.11	0.49	0.30	0.05	0.01	0.03	0.14	0.14
1970.....	0.03	1.31	1.25	1.20	0.10	0.41	0.27	0.05	0.01	0.03	0.16	0.13
1971.....	0.04	1.29	0.50	1.26	0.10	0.45	0.29	0.05	0.01	0.03	0.13	0.14
1972**.....	0.06	1.07	0.45	1.38	0.13	0.41	0.31	0.05	0.02	0.05	0.11	0.15
1973**.....	0.05	1.18	0.60	1.35	0.12	0.37	0.31	0.05	0.01	0.03	0.15	0.14
1974**.....	0.08	1.04	0.46	1.62	0.15	0.42	0.33	0.08	0.01	0.05	0.11	0.16
1965-74 Average ..	0.06	1.25	0.96	1.35	0.12	0.47	0.33	0.06	0.01	0.03	0.12	0.15

*Number of fatalities per 1000 workers employed. Values are rounded to the nearest even 100th.

**Preliminary

Fatalities in Canada — January to December 1972***

By industry*

	Agriculture	Forestry	Fishing ¹	Mining ²	Manufacturing	Construction	Transport ³	Trade	Finance ⁴	Service ⁵	Public Administration	Not given	Total	Per cent of Total
By age group														
Not specified	0	1	0	0	0	0	0	0	0	0	0	0	1	0.08
14-19	3	4	1	4	15	9	7	7	0	10	2	0	62	5.10
20-24	4	6	2	29	32	19	25	7	0	11	4	0	139	11.44
25-34	6	21	1	33	53	63	60	20	1	21	9	0	288	23.70
35-44	7	13	2	22	46	40	54	18	1	21	16	0	240	19.75
45-54	2	18	1	24	45	49	43	10	3	22	8	0	225	18.52
55-64	5	9	1	37	46	21	30	9	1	16	19	0	194	15.97
65 and over	3	5	0	23	14	4	5	0	0	7	5	0	66	5.43
Total	30	77	8	172	251	205	224	71	6	108	63	0	1215**	100.00

By occupation†

(a) Farmers	24	0	0	2	1	0	0	0	0	0	0	0	27	2.22
(b) Loggers	0	60	0	0	2	0	0	0	0	0	0	0	62	5.10
(c) Fishermen	0	0	7	0	15	0	0	0	0	0	0	0	22	1.81
(d) Miners	1	0	0	118	3	3	0	0	0	0	0	0	125	10.29
(e) Craftsmen	2	10	0	32	154	156	61	14	0	10	8	0	447	36.79
(f) Labourers	0	0	0	1	23	28	7	5	0	4	8	0	76	6.26
(g) Transport	3	5	1	6	22	13	138	14	1	5	3	0	211	17.37
Managerial	0	2	0	5	9	2	6	7	1	4	1	0	37	3.05
(h) Professional	0	0	0	2	7	0	5	0	0	18	7	0	39	3.21
Clerical	0	0	0	1	2	0	0	5	2	6	12	0	28	2.30
Sales	0	0	0	0	10	0	1	21	2	2	0	0	36	2.96
(i) Service	0	0	0	5	3	3	6	5	0	59	24	0	105	8.64
Not given	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Total	30	77	8	172	251	205	224	71	6	108	63	0	1215**	100.00

By type of accident‡

(j) Struck by objects	8	48	2	49	37	48	41	12	0	10	10	0	265	21.81
(k) Slips and falls	5	5	3	14	47	56	33	5	0	22	13	0	203	16.71
(l) Collisions, derailments	7	7	0	22	43	42	92	35	4	31	15	0	298	24.53
(m) Caught in, on, between	6	14	0	21	49	23	22	4	1	5	0	0	145	11.93
(n) Inhalation, ingestion	1	1	0	52	24	2	8	1	1	7	7	0	104	8.56
(o) Conflagrations, explosions	1	0	1	8	19	10	8	4	0	4	2	0	57	4.69
(p) Electric current	0	0	0	3	8	19	11	2	0	2	1	0	46	3.79
(q) Over-exertion	0	1	1	0	10	2	4	0	0	3	3	0	24	1.98
(r) Striking against	0	1	1	0	1	0	1	0	0	1	0	0	5	0.41
(s) Miscellaneous	2	0	0	3	13	3	4	8	0	23	12	0	68	5.60
Total	30	77	8	172	251	205	224	71	6	108	63	0	1215**	100.00
Percentage of Total	2.5	6.3	0.7	14.2	20.7	16.9	18.4	5.8	0.5	8.9	5.2	0.0		100.00

*Includes: (1) Trapping and hunting. (2) Quarrying and oil wells. (3) Storage, communication, electric power, gas and other utilities. (4) Insurance and real estate. (5) Community, business and personal service.

†Includes: (a) Farm workers. (b) Related workers. (c) Trappers and hunters. (d) Quarrymen. (e) Production process workers. (f) Unskilled workers (not agricultural, logging, fishing or mining). (g) Communication workers. (h) Technical occupation workers. (i) Recreation workers.

‡Includes: (j) Tools, vehicles, etc. (k) On same level and to different levels. (l) Wrecks, etc. (m) Machinery, vehicles, etc. (n) Contacts, absorptions and industrial diseases. (o) Temperature extremes. (p) Lightning. (q) Strains, hernia, etc. (r) Stepping on objects. (s) Violence, bites, stings, etc.

**Of these totals, more than 90 per cent of the fatalities were reported by the various Workmen's Compensation Boards.

***Preliminary

Fatalities in Canada — January to December 1973***

By industry*

	Agriculture	Forestry	Fishing ¹	Mining ²	Manufacturing	Construction	Transport ³	Trade	Finance ⁴	Service ⁵	Public Administration	Not given	Total	Per cent of Total
By age group														
Not specified	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
14-19	2	6	1	9	17	14	7	5	0	4	5	0	70	5.70
20-24	3	18	4	11	21	32	33	11	0	11	7	0	151	12.31
25-34	5	21	3	40	68	52	74	16	2	25	19	0	325	26.49
35-44	7	21	1	16	35	39	49	16	1	11	21	0	217	17.69
45-54	3	18	2	31	37	41	42	17	1	13	12	0	217	17.69
55-64	4	8	3	36	38	19	30	10	2	8	20	0	178	14.51
65 and over	1	1	1	24	14	7	7	2	0	7	5	0	69	5.62
Total	25	93	15	167	230	204	242	77	6	79	89	0	1227**	100.00

By occupation†

(a) Farmers	22	0	0	0	1	0	0	2	0	0	0	0	25	2.04
(b) Loggers	0	66	0	0	4	1	1	0	0	0	3	0	75	6.11
(c) Fishermen	0	0	14	0	0	0	0	0	0	0	0	0	14	1.14
(d) Miners	0	2	0	123	4	3	0	0	0	0	0	0	132	10.76
(e) Craftsmen	1	15	0	22	154	142	50	21	1	4	12	0	422	34.39
(f) Labourers	0	0	0	1	18	37	5	0	1	4	11	0	77	6.28
(g) Transport	1	8	1	9	11	10	167	26	0	1	7	0	241	19.64
Managerial	0	1	0	3	10	3	4	7	0	11	2	0	41	3.34
(h) Professional	0	1	0	6	4	5	2	1	0	16	14	0	49	3.99
Clerical	0	0	0	1	4	1	2	0	2	2	5	0	17	1.39
Sales	0	0	0	0	8	0	2	13	2	0	1	0	26	2.12
(i) Service	1	0	0	2	12	2	9	7	0	41	34	0	108	8.80
Not given	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Total	25	93	15	167	230	204	242	77	6	79	89	0	1227**	100.00

By type of accident‡

(j) Struck by objects	3	61	3	25	45	59	25	13	2	9	8	0	253	20.62
(k) Slips and falls	5	6	8	25	52	48	41	9	2	16	23	0	235	19.15
(l) Collisions, derailments	5	10	1	12	35	29	113	29	1	17	30	0	282	22.98
(m) Caught in, on, between	11	15	1	20	32	16	27	7	0	4	6	0	139	11.33
(n) Inhalation, ingestion	0	0	1	67	22	9	9	0	0	7	0	0	115	9.37
(o) Conflagrations, explosions	0	1	0	9	15	10	7	9	0	9	5	0	65	5.30
(p) Electric current	0	0	0	3	10	25	8	2	1	2	1	0	52	4.24
(q) Over-exertion	0	0	1	2	8	3	4	6	0	1	7	0	32	2.61
(r) Striking against	0	0	0	0	2	0	0	0	0	1	0	0	3	0.24
(s) Miscellaneous	1	0	0	4	9	5	8	2	0	13	9	0	51	4.16
Total	25	93	15	167	230	204	242	77	6	79	89	0	1227**	100.00
Percentage of Total	2.0	7.6	1.2	13.6	18.7	16.6	19.7	6.3	0.5	6.4	7.3	0.0		100.00

*Includes: (1) Trapping and hunting. (2) Quarrying and oil wells. (3) Storage, communication, electric power, gas and other utilities. (4) Insurance and real estate. (5) Community, business and personal service.

†Includes: (a) Farm workers. (b) Related workers. (c) Trappers and hunters. (d) Quarrymen. (e) Production process workers. (f) Unskilled workers (not agricultural, logging, fishing or mining). (g) Communication workers. (h) Technical occupation workers. (i) Recreation workers.

‡Includes: (j) Tools, vehicles, etc. (k) On same level and to different levels. (l) Wrecks, etc. (m) Machinery, vehicles, etc. (n) Contacts, absorptions and industrial diseases. (o) Temperature extremes. (p) Lightning. (q) Strains, hernia, etc. (r) Stepping on objects. (s) Violence, bites, stings, etc.

**Of these totals, more than 90 per cent of the fatalities were reported by the various Workmen's Compensation Boards.

***Preliminary

Fatalities in Canada — January to December 1974 ***

By industry*

	Agriculture	Forestry	Fishing ¹	Mining ²	Manufacturing	Construction	Transport ³	Trade	Finance ⁴	Service ⁵	Public Administration	Not given	Total	Per cent of Total
By age group														
Not specified	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
14-19	4	5	1	8	15	17	8	13	0	4	0	0	75	5.12
20-24	8	9	4	14	25	30	35	20	0	10	7	0	162	11.06
25-34	8	24	5	39	83	65	73	31	3	31	11	0	373	25.46
35-44	7	20	1	31	45	55	47	16	2	20	13	0	257	17.54
45-54	3	16	0	46	57	44	55	35	0	26	22	0	304	20.75
55-64	6	6	0	51	57	24	36	11	0	21	13	0	225	15.36
65 and over	0	5	0	15	21	15	3	2	1	6	1	0	69	4.71
Total	36	85	11	204	303	250	257	128	6	118	67	0	1465**	100.00

By occupation†

(a) Farmers	31	0	0	0	1	0	0	0	0	0	0	0	32	2.18
(b) Loggers	0	55	0	0	9	0	1	0	0	0	0	0	65	4.44
(c) Fishermen	0	0	10	0	4	0	0	0	0	0	0	0	14	0.96
(d) Miners	0	0	0	163	2	7	0	0	0	1	0	0	173	11.81
(e) Craftsmen	1	14	0	26	209	168	63	38	1	13	5	0	538	36.72
(f) Labourers	0	0	0	0	33	43	17	16	1	3	5	0	118	8.05
(g) Transport	1	11	0	7	29	18	161	21	0	7	4	0	259	17.68
Managerial	2	0	0	0	5	9	4	16	0	16	1	0	53	3.62
(h) Professional	1	3	1	6	5	3	2	2	2	28	11	0	64	4.37
Clerical	0	0	0	0	1	1	1	3	0	5	4	0	15	1.02
Sales	0	0	0	0	1	0	1	14	1	0	0	0	17	1.16
(i) Service	0	2	0	2	4	1	7	18	1	45	37	0	117	7.99
Not given	0	0	0	0	0	0	0	0	0	0	0	0	0	0.0
Total	36	85	11	204	303	250	257	128	6	118	67	0	1465**	100.00

By type of accident‡

(j) Struck by objects	4	54	0	25	52	62	36	19	0	7	8	0	267	18.23
(k) Slips and falls	10	3	11	26	61	80	35	25	1	31	24	0	307	20.96
(l) Collisions, derailments	7	18	0	12	33	34	116	42	3	36	15	0	316	21.57
(m) Caught in, on, between	13	5	0	23	35	24	24	8	0	5	4	0	141	9.62
(n) Inhalation, ingestion	1	0	0	102	56	10	5	6	0	12	4	0	196	13.38
(o) Conflagrations, explosions	0	2	0	4	20	10	11	10	0	3	2	0	62	4.23
(p) Electric current	0	1	0	2	22	19	17	6	0	4	1	0	72	4.91
(q) Over-exertion	0	1	0	1	8	5	5	3	0	7	4	0	34	2.32
(r) Striking against	1	0	0	0	3	1	0	1	0	1	0	0	7	0.48
(s) Miscellaneous	0	1	0	9	13	5	8	8	2	12	5	0	63	4.30
Total	36	85	11	204	303	250	257	128	6	118	67	0	1465**	100.00
Percentage of Total	2.5	5.8	0.8	13.9	20.7	17.1	17.5	8.7	0.4	8.1	4.6	0.0		100.00

*Includes: (1) Trapping and hunting. (2) Quarrying and oil wells. (3) Storage, communication, electric power, gas and other utilities. (4) Insurance and real estate. (5) Community, business and personal service.

†Includes: (a) Farm workers. (b) Related workers. (c) Trappers and hunters. (d) Quarrymen. (e) Production process workers. (f) Unskilled workers (not agricultural, logging, fishing or mining). (g) Communication workers. (h) Technical occupation workers. (i) Recreation workers.

‡Includes: (j) Tools, vehicles, etc. (k) On same level and to different levels. (l) Wrecks, etc. (m) Machinery, vehicles, etc. (n) Contacts, absorptions and industrial diseases. (o) Temperature extremes. (p) Lightning. (q) Strains, hernia, etc. (r) Stepping on objects. (s) Violence, bites, stings, etc.

**Of these totals, more than 90 per cent of the fatalities were reported by the various Workmen's Compensation Boards.

***Preliminary

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Labour Legislation in Canada, 1975

Part 4 — employment standards

by S. Allan Nodwell

In 1975, some jurisdictions amended their employment standards acts bringing about changes in hours of work, public holidays and annual vacation. The greatest influence was felt in the area of minimum wages as many jurisdictions raced to keep pace with the rapidly rising cost of living.

In **Alberta**, Bill 71, The Alberta Labour Amendment Act, 1975 will bring about several significant changes. These provisions are in the fields of payroll records, hours of work, overtime, flextime permits, maternity leave, and offences and penalties.

Quebec has likewise amended its Industrial and Commercial Establishments Act further defining the "head of establishment" or "employer", "industrial establishment" and "commercial establishment." The distinction between men and women, with regard to work, is removed, while special conditions of employment with respect to youth are retained. Closer inspections of construction sites are provided for as are inspections of other sites for possibility of accidents. More severe fines are provided for repeated offences and where the life and health of the personnel are endangered by the committing of an offence.

Equal benefits

In **Ontario**, a regulation made under the Employment Standards Act, 1974, provides thorough

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definitions, exclusions and inclusions as regards benefit plans under the Act.

Payroll records, statement of wages and deductions

In **Alberta**, one clause in the statement is modified — previously the statement had to declare "the amount of any sum of money paid in lieu of termination of employment". The words "notice of" are added to the clause.

Hours of work

The **federal jurisdiction** brought forth changes in the hours of work regulations for both the west and the east coast shipping employees.

The provisions regarding standard hours and maximum hours of work are modified for the purpose of the application of Division I of the Act (hours of work) to any classes of employees employed on a ship that is operated by an undertaking or business that comes within the legislative authority of Parliament and is engaged in shipping from any port in British Columbia.

On the east coast the new regulations are as follows:

- hours of work are eight per day and 40 per week with one day of rest;
- an employee may be employed in excess of the maximum hours;
- standard hours may be altered but not in excess of an average 40 hours per week — averaging is allowed over a period of 13 weeks;
- standard hours are to be reduced by eight hours per day of paid vacation or holiday. Where an employee terminates his employment during an averaging period, he is to be paid regular wages for each hour worked. Where the employer terminates the employment during an averaging period, he shall pay time-and-a-half for any hours worked in excess of 40, times the number of weeks in which the employee worked in that period.

Lay-day plan

A lay-day plan may be adopted upon notification to the Minister. Where an employee is entitled to not less than 1.13 lay-days for each day on board a ship, the employee's working hours may exceed eight hours in a day and 40 hours in a week but shall not exceed 12 hours in a day. Where an employee is entitled to not less than 0.4 of a lay-day for each day he is on board ship, the employee's working hours may exceed 40 hours in a week but not eight hours in a day. Accumulation is limited to 45 lay-days but the

Minister may authorize accumulation of more than 45 lay-days due to exceptional circumstances.

Maximum hours

In **Alberta**, as before, hours of work must not exceed eight hours a day or 44 hours each consecutive period of seven days of which not more than six days are working days. Added to the permitted exceptions is any case where the board approves employees working additional hours.

Modification of hours

The board now has additional power, after inquiring and with the approval of the lieutenant-governor-in-council, to issue an order exempting an employee or a class or type of employment from the maximum hours of work provision and from recording hours of work.

The lieutenant-governor-in-council may delegate to the board the power to exempt an employer or employees or a class or type of employment from a modification of hours order or from the maximum hours provision.

Flextime permits

In addition to the compressed work week permit provisions in the original Act, the amendment allows the board, upon application of employees or an employer and after such inquiry as it considers necessary, to issue a permit to allow more hours of work than the prescribed maximums, but such hours must not exceed an average of 44 in each consecutive period of seven days, or such period in excess of seven days as the Board may prescribe. The board also prescribes conditions under which the permit applies.

Overtime

The section dealing with minimum wage for overtime is rewritten in accord with other changes in the Act. Any order of the board fixing the minimum wage for overtime applies to those hours of work in excess of eight hours a day or in excess of 44 hours in each consecutive period of seven days — whichever is greater.

Any order of the board fixing the minimum wage for overtime, applies to those hours of work in excess of the hours of work prescribed by an order of the board for the type or class of employment in which the employee is employed.

Any order of the board fixing the minimum wage for overtime in respect of a shift schedule approved by the board, applies to those hours of work in excess of the hours of work fixed by the shift schedule.

Any order of the board fixing the minimum wage for overtime in respect of an application for a compressed work week or a flex-time permit, applies to those hours of work in excess of the hours of work permitted by the board pursuant to such permit.

In **British Columbia**, truck drivers and motorcycle operators and their swamper and helpers may work such hours in addition to the limited working hours (eight hours to 44 hours) as shall be necessary for the transportation of materials, goods, or services. The posting of hours work (regulation 13) shall not apply to these employees.

Regulations 13A (exempted employees), 17 (bakery salesmen), 23A (transportation industries) and 23B (milk delivery) were rescinded December 1, 1975.

Manitoba has fixed the overtime

rate at one-and-one-half times the regular rate after 40 (formerly 44) hours a week.

Yukon Territory likewise requires that an employee be paid one-and-one-half times the regular rate after 40 (formerly 48) hours.

Minimum wages

The minimum hourly wage rates were increased in the **federal, Alberta, British Columbia, Manitoba, New Brunswick, Newfoundland, Nova Scotia, Ontario, Quebec, Saskatchewan** and **Yukon** jurisdictions.

The **federal** minimum wage will increase to \$2.90 for experienced adult workers and to \$2.65 for employees under 17, on April 1, 1976.

Alberta will increase the minimum wage to \$2.75 for adults, \$2.60 for employees under 18 and to \$2.25 for students under 18 employed part-time, on March 1, 1976.

British Columbia has effected a two-step increase on December 1, 1975 and June 1, 1976. The pay of adult workers will increase to \$2.75 and \$3.00 on those dates, and employees 17 and under will increase to \$2.25 and \$2.60.

Manitoba increased the adult minimum wage to \$2.60 on October 1, 1975, with rates for employees under 18 rising to \$2.35.

New Brunswick will increase the minimum wage to \$2.55 on June 1, 1976 and \$2.80 on November 1, 1976.

Newfoundland increased its minimum rate to \$2.50, effective January 1, 1976.

Nova Scotia increased its minimum rate to \$2.50 on January 1, 1976 and

rates for underage employees 14 to 18 rose to \$2.25.

Ontario's general minimum wage rate increased on March 15, 1976 to \$2.65 — \$2.55 for the learner rate during first month of employment and \$2.90 for construction guards and workers. A new student rate and a "tip differential" for some employees in the hospitality industry also was introduced.

In the ambulance industry, employees earning a weekly rate will be paid a minimum of \$127.20 and employees working less than 48 hours a week, \$2.65 an hour.

An employer may apply the following maximums when taking into account meals, room or both in calculating the minimum rate: room, \$11.00 a week; meals, \$1.15 each and not more than \$24.00 a week; and both room and meals, \$35.00 a week.

In **Quebec**, the minimum wage rose to \$2.80 for adult workers and \$2.60 for workers under 18 on December 1, 1975.

In **Saskatchewan**, as of January 1, 1976, the minimum wage rose to \$2.80. As of the same date, an employer shall be entitled to charge \$0.75 a meal or \$2.25 a day for meals to a person receiving the minimum wage. Where the rate of wages paid to an employee of an educational institution, hospital or nursing home is in excess of \$140.00 a week, the above provisions do not apply.

In **Yukon Territory**, the minimum wage rose to \$3.00 on April 1, 1976.

In **British Columbia**, the minimum rates for a resident caretaker have changed. Effective December 1, 1975, \$165.00 per month plus \$6.60 per month per residential suite in apartment buildings containing more than four and less than 61

residential suites and \$561.00 per month in apartment buildings with more than 60 suites.

Effective June 1, 1976, \$180.00 per month plus \$7.20 per month per residential suite in apartment buildings containing more than four and less than 61 residential suites and \$613.00 per month in apartment buildings containing more than 60 residential suites. Where additional rooms, stores or other accommodation must be attended by the resident caretaker, he is to be paid \$2.75 per hour as of December 1, 1975, and \$3.00 per hour as of June 1, 1976.

Where two or more resident caretakers are employed in any apartment building, the employer shall designate at least one as the resident caretaker. The other resident caretakers shall receive the regular minimum wage. For all hours the employer requires the resident caretaker to work or be on call during the resident caretaker's 32-hour period free from duty, the minimum wage shall be time-and-one-half of the minimum rate.

Newfoundland is amending its Minimum Wage Act to devise a formula for fixing an overtime rate of pay at the employee's regular rate instead of the minimum wage rate. Likewise, a formula is to be adopted fixing call-back or reporting pay.

In **Prince Edward Island**, persons employed for the sole purpose of protecting and caring for children in private homes are excluded from the terms of Board Order No. 3-75 (regarding minimum wages).

In **Quebec**, a person working outside an employer's establishment and whose time cannot be controlled, is no longer excluded from the provisions of General Ordinance No. 4.

Annual vacations

In **Saskatchewan**, an employee is now entitled to three weeks paid vacation after one year of employment with any one employer.

Public holidays

New Brunswick has legislated six public holidays: New Year's Day, Dominion Day, Labour Day, Christmas Day, Good Friday, and New Brunswick Day (first Monday in August). The province has exempted from provisions governing public holidays' pay for holiday work; termination of employment and varying daily earnings; students in training for, or qualified practitioners in many professions; and persons engaged in work as real estate salesmen, automobile or mobile home salesmen, and commissioned salesmen other than route salesmen.

Where any class of employer or employee is covered by a collective agreement, the lieutenant-governor-in-council exempts them from the above provisions of the Act except for New Brunswick Day, until that agreement expires. Where any class of employer or employee is covered by a collective agreement that becomes effective after this comes into force and provides for a minimum of five paid statutory holidays, they are exempt from the above conditions except in relation to New Brunswick Day.

Where any class of employer or employee is bound by a collective agreement or contract of employment that provides for holiday pay of at least 3 per cent of gross pay in lieu of holidays, in addition to vacation pay as required by the Vacation Pay Act, is exempt from the above provisions.

In **Saskatchewan**, Saskatchewan

Day (first Monday in August) has been added to make a total of nine paid holidays. Employees working in the construction industry and the logging and lumbering industry are entitled to 3.5 per cent (3 per cent) of their total gross wages, exclusive of overtime, when they do not work on all or any of the public holidays.

Maternity leave

In the **federal jurisdiction**, every employee is entitled to and shall be granted maternity leave consisting of a period not exceeding 17 weeks if confinement occurs on or before the date specified in the certificate or the aggregate of 17 weeks plus an additional period equal to the term between the date specified in the certificate and the actual date of confinement, or if confinement occurs after the date specified in the certificate. The leave will begin no earlier than 11 weeks preceding the date in the certificate and will end no later than 17 weeks following the actual date of confinement.

In **Alberta**, notwithstanding The Individual Rights Protection Act, the board after such inquiry as it considers necessary may, with the approval of the lieutenant-governor-in-council, make an order requiring an employer to grant to a pregnant employee maternity leave without pay for any period between 12 weeks before the estimated date of delivery of the child and six weeks after the actual date of delivery of the child — subject to such conditions as are considered necessary; and:

- governing the conditions under which maternity leave may be shortened or extended;
 - governing the conditions whereby an employer may, by notice in writing, require a pregnant employee to commence maternity leave without pay during all or any part of the period prescribed above when the pregnancy is interfering with the performance of the employee's work;
 - governing the manner in which an employee who has commenced maternity leave is to be reinstated by an employer;
 - prohibiting an employer from terminating the employment or laying off a pregnant employee within the period prescribed above for any reason specified in the order;
 - specifying the length of any notice in writing required to be given by a pregnant employee or by an employer;
 - providing for any other matter or thing, including the imposition of restrictions or conditions on pregnant employees and employers or either of them, to establish a means of providing that a pregnant employee is not prejudiced by reason of the pregnancy with respect to employment or with respect to the wages or other benefits that had accrued to the employee to the date that the employee commenced maternity leave without pay.
- Such an order does not apply to an employer and his employees insofar as there is a custom, practice or agreement providing for maternity leave on conditions or with benefits more favourable to the employee than those contained in the order.

Mechanics' lien


In **Ontario**, the use of forms for claims and judgments has been changed.

In addition, every contractor on a public work shall display and keep displayed in a conspicuous place on the site of the work the following notice:

This project is a public work. Any person who places or furnishes any materials, or does any work on or in respect of this project may be protected by the Mechanics' Lien Act. Notices of claim for lien must be sent to the following address: (appropriate office of the Crown).

Offences and penalties

In **Alberta**, the provision that applies to employer, employee or other person who contravenes or fails to comply with provisions for which no offence is specifically provided now applies to regulations issued under the Act.

Where an employer, director, officer or other person is guilty of an offence by reason of failing to comply with any provision of an order made under the maternity leave provisions, the judge of the court may, in addition to any other penalty imposed or order made, order the employer to reinstate the employee and order the employer to pay to the board on behalf of the employee any sum that the employee would have earned if the employee had been reinstated in employment in accordance with the maternity leave order and which the judge considers should be paid to the employee or either of them. 

Handicapped article lauded

We recently received a copy of *The Labour Gazette* of April 1976. As a national council representing 20 member agencies across the country involved in providing direct service to the physically handicapped and recognized by their campaign symbols of Easter Seals for crippled children and the Ability Fund for physically disabled adults, we were very impressed with the cover and the article by Sue Paquette on Hiring the Handicapped.

David A. White, Director, information and public education Canadian Rehabilitation Council for the Disabled

Steelworker attacks Jennings

I have just read the April *Gazette* in which there appears, on pages 180-181, some material apparently supplied by John Q. Jennings, a New York City labour specialist and economist.

You reproduced Mr. Jennings' comments about facts preventing strikes and include a couple of the graphs copyrighted to Mr. Jennings which he uses to illustrate how this honest approach works.

Undoubtedly, these graphs represent the facts, or, at least, some of them, but they also repeat some of the most tiresome and misleading clichés that corpora-

tions have utilized over the years to minimize their earnings. I am surprised that *The Labour Gazette* has been so lacking in objectivity as to have missed this.

Mr. Jennings' bar chart deals with profit margins; that is to say, profit on sales which is the refuge of the supermarket chains and the oil companies — rather than profit on shareholders' equity which is the only honest measure of what the people who own the business are getting out of it.

It might also be interesting for *The Labour Gazette* in dealing with relative shares of national income, to show what has happened in that respect in Canada and the United States over the last five years in terms of profits and labour income.

Donald H. Taylor assistant to the national director United Steelworkers of America

Jennings praises Gazette

Today's [May 25 / 76] front page feature in *The Wall Street Journal* recounts the inexorable demise of the U.S. market for Canadian newsprint — a demise that received another boost from the latest rise of \$20 a ton to \$300 a ton. The 75 cent cost of the Sunday *New York Times* now just about pays for the newsprint in this five-pound newspaper.

Prime Minister Trudeau could strike an effective blow against this continued deterioration in Canadian

exports to the U.S. by sending a complimentary copy of the April issue of your magazine to the presidents of all U.S. corporations and labour unions. I say this not only because of the article summarizing my speech before Canadian personnel directors in Montreal, but also because of the entire contents of this issue.

I have never seen a more relevant or effective publication by the Labour Department of any nation, certainly including the U.S., than this particular issue of your magazine. While remaining completely neutral, it nevertheless is full of veritable thunderbolts of information which union members need to have if they are going to refrain from pricing their own jobs out of existence, plus a vivid example of the kind of facts and figures that every corporation doing business in Canada should be conveying to employees — and shareowners — in order to substitute economic reality for economic mythology in the confrontations between your unions and the employers.

Keep up the good work!

John Q. Jennings, president John Q. Jennings Associates, Inc. International consultants New York, New York.

Sanderson article discussed

I liked George Sanderson's article "Educated Unemployment in Developing Countries" [February

1976], for its comprehensive coverage of an important issue facing many Third World countries. The topic is difficult because of the lack of consensus among both educationalists and economists on what is the best way to undertake educational planning and maximize human capital.

Mr. Sanderson implicitly assumes that some form of rate-of-return analysis should be the norm for educational decision making. While I would in no way wish to imply that such analysis is not important, other forms of measuring the economic returns to education and hence, of aiding decision makers, should be considered. Basically, there are four main methods of measuring the economic returns to education — the simple correlation approach, the residual approach, manpower forecasting and the rate-of-return approach.

The simple correlation approach involves correlating some overall index of educational activity with some level of economic activity.

Various problems arise, however, with the use of this approach. There is the problem of obtaining comparable GNP figures and comparable indices of educational activity, particularly given the pronounced inter-country variation in educational systems.

Several economists have attempted to measure what proportion of the increase in GNP over a period of time can be attributed to measurable inputs of capital and labour, and have concluded that the residual is attributable to, among other things, improvements in the quality of the labour force resulting from education.

Again, there are several limitations involved with the residual approach. The interrelation between capital formation, techno-

logy and the growth of knowledge means that the residual attributable to increased knowledge may really include some capital formation in terms of improved quality of capital assets. Furthermore, the residual invariably includes the value of some secular improvement in changes in output due to economies of scale, improvements in the health of the labour force, and so on. Because of these drawbacks, the residual has been called simply "a measure of our ignorance" and one must be careful in applying its findings to educational planning.

Because of the limitations of the above methods, the "great debate" in educational planning revolves around the question whether manpower forecasting or rate-of-return analysis is the most appropriate method for planning.

The interest in manpower forecasting is derived from three distinct sources — the desire to link educational expansion to "manpower requirements" in a

growing economy, the need to translate macro-economic planning into its micro components (one of which is the manpower structure), and the concern by many educational policy makers to rationally justify their activities. Although all of these strands involve quite different considerations, they share a common theme: the belief that shortages and surpluses of different types of manpower tend to persist side by side in all economies. Such imbalances are undesirable, both from an individual and societal point of view, and manpower forecasting advocates agree that the attempt to eliminate such imbalances by deliberate manpower planning can make a contribution to both individual and social welfare.

The simultaneous existence of shortages and surpluses suggests that the problem calls for the reallocation of manpower from some uses to others, together with the aligning of vocational training plans and the size and structure of the educational system, with the future

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"When I was studying economic problems in college, I really had no idea that I'd ever be one of them."

demand for manpower. By making forecasts and planning therefore, new supplies of manpower should become available at the same time as new demands materialize — hence, shortages and surpluses of manpower can be minimized.

The major advantage of this approach is that it offers definite guidelines framed in the terms in which decisions must actually be made. Whereas the other approaches only tell us whether, at a point in time, it is likely that we are spending too much or too little on education, manpower studies often culminate in the recommendations that “X” number of new student places in field “Y” should be created by year “Z”.

However, many manpower projections that have been made have been disproved rather quickly, simply by the march of events. There appears to be a tendency for projections to understate the true demand for future manpower. This is partly because neither individual employers nor professional investigators are able to foresee the implications of new scientific developments, and partly because manpower projections have generally not been successful in taking account of the elasticity of substitution between capital and labour, and between highly trained manpower and less highly trained manpower. Furthermore, manpower forecasting in the Third World is particularly difficult because of the lack of data on past trends in manpower patterns. Nevertheless, manpower forecasting is a useful exercise for the educational decision maker, and should be used at least as a

way of obtaining information that usefully can be incorporated into broader-based analyses.

Which brings us to the rate-of-return approach, which involves contrasting the lifetime earnings of people who have had “more” education with the lifetime earnings of people who have had “less” education, and expressing the differences as an annual percentage rate of return on the costs involved in obtaining the education. Two alternative methods can be adopted — the personal profit orientation (private rate of return) and the national productivity orientation (social rate of return).

Psacharopoulos reviewed rates of return on education in 32 countries and found that the average *social* returns to investment in education are 25.1 per cent for primary, 13.5 per cent for secondary, and 11.3 per cent for higher (the respective *private* rates were 23.7 per cent, 16.3 per cent and 17.5 per cent.) The sharpest decline in rates of return is between primary and secondary levels, rather than between secondary and higher. Thus, resources are best transferred not from university to secondary, but rather from university and secondary to primary. Mr. Sanderson stated that “vocational” training must necessarily impart “general” skills — a broad foundation for on-the-job acquisition of specific skills. In Columbia, for example, it is true that the social return to technical secondary education of males is substantially higher than the return to general secondary, but this is not the case in the Philippines or Thailand, where the return to technical

secondary education has a negative value.

There are various computational problems in calculating the rate of return — education is not the only factor influencing earnings and there exist multiple correlations among all the factors; earnings do not necessarily measure productivity; and there exist non-monetary fringe benefits to be taken into account. Stephen Merret considers these problems so severe that “research into the rate of return on education be discontinued.” Balogh and Streeter believe that the social rate of return to education is simply the “coefficient of ignorance” and that “the aggregation of all types of investment in human capital and its separation from investment in physical capital obscures the complementary nature of most sub-groups of the two.”

So that the task for educationalists in the Third World is not easy. On the one hand, Richard Jolly holds that “a manpower planning approach is more relevant than rate of returns analysis, particularly for the developing countries,” while Gary Fields states that “it is better to use imperfect approximations of social rates of return based on incomplete data than not to consider social returns at all.” Any educational strategy for developing countries (and developed countries, for that matter) should ideally incorporate methodology from all four methods outlined here.

Frederick Staphenurst
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Books

The Tyranny of Work

by **James W. Rinehart** Longman Canada, 1975, paperback, 184 pp., \$3.50

The Tyranny of Work is, for the most part, a summary of the mounting evidence that can be used to demonstrate that a great many jobs, blue- and white-collar alike, are alienating. We are reminded that as technology advances, many jobs require less skill and become more repetitious. Few give the worker any control over what is produced, the pace at which work is done or a direct share in the benefits from the work. This is not a new argument and Rinehart does not claim that it is. Though some will complain that the argument is one-sided and oversimplified, the message is an important one and this the author carries to us in a very readable style with well documented examples from a wide variety of sources.

However, one can expect a book published in a series on *Canadian* social problems to have some original analysis of Canadian material. True, the book is salted with cases and statistics from Canadian sources supporting arguments made about other industrialized countries, particularly the United States. Implicit in the use of examples in this way is the thesis that Canada fits snugly into the western capitalist industrial mold, and perhaps it does. If this argument had been made explicit, one might well wonder at the need for another book on the sociology of work dealing largely with the theme of alienation.

Even given this approach, there

could have been some original analysis of Canadian material. For example, in the short section on the increasing militancy among teachers, Rinehart points out that there were 26 strikes among teachers in the 60s and suggests that the 70s might be worse. He could also have shown, with the aid of Labour Canada strike statistics, that there were 17 strikes between 1965 and 1969 and 32 in the next five-year period. This 88 per cent increase in strikes among teachers exceeds the 26 per cent increase in the overall number of strikes. If we attribute this escalation, as Rinehart does, to increased militancy, this begs the question; what has brought about this increased militancy? One can argue that it is due to the deterioration in working conditions and wages, or to higher expectations, but we are not given such evidence. Alternatively, one could suggest that teachers, for a variety of reasons, now compare themselves to different groups within society such as tradesmen rather than other professionals. Again, this would have to be documented. This kind of analysis and documentation is lacking in the book. While the author may not have defined his task in this way, merely summarizing generally accessible literature, is a task of no great challenge.

A book on the sociology of work dealing explicitly with Canada must set out clearly whether one is arguing that Canada differs from other industrialized countries in important ways. A pro or con argument must be supported by deliberate comparison to other countries. If Canada is the same, then solutions to problems of

alienation in other countries should be applicable here. If Canada is different, then alternative solutions must be found. In short, the point is not trivial.

The last chapter of the book critically examines some of the approaches that have supposedly been taken to improve working conditions, including scientific management, the new human relations school, unionism and workers' control. The former three, the author argues, do not come close to a solution because they recognize the legitimacy of the division of power between workers and management, with management getting it all. The fourth solution has not been opted for very often. In Canada, workers have taken over plants only when the plants have been closed down or threatened with closure. The author finds it encouraging that workers, in some cases, can at least see the potential for self management when the life of the plant is threatened. Many would be discouraged that it takes such a drastic situation to foster such thoughts and actions on the part of workers.

In conclusion, the book gives us an excellent summary of the arguments and data concerning structural alienation and some of the solutions that may be possible. However, there is very little original analysis and the book does not deal directly with the Canadian situation.

—**Brian L. Kinsley**

Brian L. Kinsley is a PhD. candidate in the department of Sociology and Anthropology at Carleton University, Ottawa.

Fifty Years Ago

Fifty years ago, an item in *The Labour Gazette* reflected a Saskatchewan court's harsh attitude toward an employee trying to collect **back wages**. During the summer of 1926, a farm hand agreed to work for the season "until freeze-up," for a farmer in the Moose Jaw area at a monthly wage of \$35. After working for three months, he left the job and the farmer refused to pay wages for the time he had worked. The case was brought before the provincial police court at Moose Jaw, the hired man claiming the farmer owed him \$100 in wages. The justice of the peace held that the farm hand had broken his contract of employment and was therefore not entitled to any wage for his work. The action was dismissed without costs.

Picketing was another labour-related issue of 1926 reported in *The Gazette*. All units of organized labour in Canada were requested by the Ottawa Allied Trades and Labour Association to take action as a result of a decision by the Supreme Court of Canada in regard to picketing. It was suggested that legislation should be sought establishing the lawfulness of picketing without violence, and that definite action be taken in this direction through the Trades and Labour Congress of Canada.

Campaigns against **working on Sunday** were a part of the labour scene reported in *The Labour Gazette* of 1926. The city council of Hull, urged by the Quebec Sunday Observance Society, petitioned the provincial government to promote legislation which would prevent all "unnecessary" work on Sunday. Such legislation would mainly

benefit workers in the paperworks of this city across the river from Ottawa.

Issues relating to the **fishing industry** also found their way into the pages of *The Gazette* in the summer of 1926. Fishermen in different parts of Canada were banding together to form associations to protect their industry. The Restigouche Salmon Net Fishermen's Association was incorporated in New Brunswick with an authorized capital stock of \$5,000 to promote and safeguard the rights, privileges, and interests of the net salmon fishermen. Commercial fishermen in the vicinity of Kenora, Ontario were planning to form a protective association. To this end, a local firm of barristers and solicitors were engaged to draw up a constitution and by-laws. In British Columbia, dry-salt herring packing companies formed an association to co-ordinate marketing, treatment, and fishing regulations in an effort to standardize herring fisheries operations.

Meanwhile, in Britain in 1926, *The Labour Gazette* reported women were pressing for **family allowances**. A resolution in favour of a state system of family allowances was passed at the 43rd convention of the Women's Co-operative Guild of Great Britain. The guild has a membership of 57,000 of whom 326 were directors of co-operative societies, 700 educational workers, 50 magistrates, and 670 associated with the work of local councils and municipalities. The resolution read, "this Congress is of opinion that family allowances would be of great benefit to working-class mothers, and desires the Central Committee of the Women's Co-operative Guild to approach the standing joint committee of industrial women's organizations with a view to the preparation of a non-contributory scheme for such allowances on a State basis rather than on an employers' pool."

—Kathleen E. Whitehurst



PRICES & EMPLOYMENT

Consumer, April

The all-items Consumer Price Index for Canada (1971=100) advanced 0.4 per cent to 146.8 in April from 146.2 in March, and was 8.9 per cent above its April 1975 level. Higher charges for shelter and for household operation items, and price increases resulting from various provincial budgets, contributed to the latest increase. The food index declined for the fifth consecutive month, the latest decrease being 0.4 per cent. The all-items index, excluding food, advanced 0.7 per cent.

The latest monthly decrease in the food index resulted from lower meat prices — quotations for beef and pork products declining, on average, by 2.6 per cent. Poultry prices decreased by 3.2 per cent and there was a notable decline in the price of soft drinks consumed at home. These decreases were partially offset by higher prices for fresh produce and increased charges for restaurant meals. Between April 1975 and April 1976 the food-for-home-consumption index advanced 5.0 per cent. In terms of goods and services, the price level of total goods, including food, increased 0.1 per cent, while that for services rose 0.9 per cent.

Higher home-ownership charges and increased electricity rates in many urban centres were contributing factors to the 0.7 per cent rise in the index for all-items excluding food. The provincial budgets brought down recently in British Columbia, Ontario, Nova Scotia and Saskatchewan, were responsible for a further one-quarter of this rise, with higher

cigarette prices being the largest single contributing factor. There were increases also in dental care fees, plane fares and automobile repair charges.

Seasonally adjusted, the all-items CPI advanced 0.5 per cent between March and April — a 0.1 per cent decline in the food index and a 0.6 per cent increase in the all-items excluding food index.

City consumer, April

Consumer price indexes advanced in all regional cities between March and April, with increases ranging from 0.1 per cent in St. John's, Ottawa and Calgary, to 1.4 per cent in Vancouver. Higher shelter charges, as well as price increases resulting from various provincial budgets, were the main contributors to these increases. There was a rise in some provincial automobile registration fees, dental care charges, automobile repair rates and plane fares. As a result of lower meat prices, there was a decline in the cost of food consumed at home.

The percentage increases listed in 14 regional cities were: 0.1 in St. John's, Ottawa and Calgary; 0.3 in Halifax, Toronto and Edmonton; 0.4 in Winnipeg; 0.5 in Saint John, Quebec City, Montreal, Thunder Bay and Regina; 0.6 in Saskatoon; 1.4 in Vancouver. The percentage increase from April 1975 to April 1976 was: 7.9 in Quebec City and Montreal; 8.5 in Ottawa and Toronto; 8.8 in St. John's; 9.1 in Saint John; 9.4 in Edmonton; 9.6 in Saskatoon; 9.7 in Halifax, Thunder Bay, Winnipeg and

Calgary; 10.0 in Regina; 11.9 in Vancouver.

Employment, April

The seasonally adjusted employment level in April was 9,543,000, a decline of 64,000 from March, Statistics Canada reported. The decrease was spread among all the main age / sex groups.

On a provincial basis, seasonally adjusted, employment declined in British Columbia by 22,000; in Ontario by 11,000; and in Quebec by 7,000. In Saskatchewan it increased by 5,000, while in the other provinces it showed little or no change.

Unemployment, April

The seasonally adjusted unemployment rate for Canada was 7.4 per cent (761,000) in April, an increase of 0.5 per cent (48,000) from March. The rate for women aged 15-24 declined by 0.6 per cent and for women 25 and over, by 1.0 per cent (26,000). For men 15-24, the rate increased by 0.2 per cent; and for men 25 and over by 0.6 per cent (30,000).

The seasonally adjusted unemployment rate increased in Alberta and Ontario by 0.3 per cent; in Newfoundland and Quebec by 0.6 per cent; in Nova Scotia by 0.9 per cent; and in British Columbia by 1.0 per cent. It decreased in New Brunswick by 0.3 per cent; and in Manitoba by 0.4 per cent. In Saskatchewan the rate was unchanged, and in Prince Edward Island it was 8.3 per cent.

Additions to the Library

LIST NO. 325

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

ACCIDENTS

1. Mason, Keith. Accident patterns by time-of-day and day-of-week of injury occurrence. Vancouver, Workers' Compensation Board of British Columbia, 1975. 46, 4 p.

ARBITRATION, INDUSTRIAL

2. Trower, Christopher. Arbitration at a glance; a manual on how to prepare and present a grievance to a board of arbitration. Toronto, Labour Research Institute, 1974. 255 p.

BUILDING TRADES

3. Swan, Neil M. Governments and construction instability. Ottawa, Information Canada, 1975. 100p. Titre en français: Les pouvoirs publics et l'instabilité de la construction.

CERTIFICATION

4. Ontario. Ministry of Labour. Research Branch. The impact of the required level of employee support

on securing union certification, by V. Piliotis. Toronto, 1975. 26, 4p.

COLLECTIVE AGREEMENTS

5. Bernier, Jean. La convention collective: un indicateur de la réalité syndicale Québécoise. Québec, Université Laval, Département des relations industrielles, 1975. p.160-182. (*Université Laval. Département des relations industrielles. Tiré-à-part no. 8*).

6. Najita, Joyce M. Guide to statutory provisions in public sector collective bargaining: grievance adjustment procedures, by Joyce M. Najita and Vickie L. Triplett. Honolulu, Industrial Relations Center, University of Hawaii, 1975. 70p.

CORPORATIONS — TAXATION

7. Canadian Tax Foundation. Corporate management tax conference, 1975. Toronto, 1975. 149p.

CORPORATIONS, INTERNATIONAL

8. International labor and the multinational enterprise. Edited by Duane Kujawa. New York, Praeger, 1975. 213p.

ECONOMIC POLICY

9. Policy review and outlook, 1976; challenges to complacency. Montreal, C.D. Howe Research Institute, 1976. 168p.

10. Stein, Herbert. Economic planning and the improvement of economic policy. Washington, American Enterprise Institute for Public Policy Research, 1975. 33p.

11. Volpe, John Michael. Industrial incentive policies and programs in the Canadian-American context. Montreal, Canadian-American Committee, 1976. 57p.

EMPLOYEE OWNERSHIP

12. Frisch, Robert A. The magic of ESOT: the fabulous new instrument of corporate finance. Rockville Center, N.Y., Farnsworth, 1975. p. 7-185. ESOT means Employee Stock Ownership Trust.

EMPLOYMENT FORECASTING

13. Canada. Department of Manpower and Immigration. Canadian occupational forecasting program; forecasts of occupational demand to 1982. Programme des prévisions relatives aux professions canadiennes; prévisions de la demande par professions jusqu'en 1982. Ottawa, Information Canada, 1975. Contents. — No. 1. Canada (excluding occupations generally requiring post-secondary education). Canada (excluant les professions demandant généralement une éducation de niveau post-secondaire).

GUARANTEED ANNUAL INCOME

14. National Council of Welfare.

Guide to the guaranteed income. Ottawa, 1976. 32p. Titre en français: Notes explicatives sur le revenu garanti.

HOURS OF LABOUR — FLEXIBLE HOURS

15. Boucher, Marie-Claire. L'horaire variable de travail: progrès ou anachronisme. Québec, Université Laval, Département des relations industrielles, 1975. p. 45-82. (Université Laval. Département des relations industrielles. Tiré-à-part no. 5)

HOURS OF LABOUR — FOUR DAY WEEK

16. Leonard, Lorne P. The compressed work week I, prepared for the Union-Management Services Branch, by Lorne P. Leonard, Economics and Research Branch, Labour Canada. Ottawa, 1975. 22, 10p.

INDUSTRIAL DISPUTES

17. Baer, Walter E. Strikes, a study of conflict and how to resolve it. New York, AMACOM, 1975. 260p.

INDUSTRIAL RELATIONS

18. Odaka, Kunio. Toward industrial democracy; management and workers in modern Japan. Cambridge, Mass., Harvard University Press, 1975. 226p.

INDUSTRY — SOCIAL ASPECTS

19. Ackerman, Robert W. The social challenge to business. Cambridge, Mass., Harvard University Press, 1975. 345p.

20. Conference Board. Managing corporate external relations: changing perspectives and responses, by Phyllis S. McGrath. New York, 1976. 83p.

21. Paluszek, John L. Business and

society: 1976-2000. New York, AMACOM, 1976. 46p.

INSURANCE, UNEMPLOYMENT

22. Hickling, M.A. Labour disputes and unemployment insurance benefits in Canada and England. Don Mills, Ont., C.C.H. Canadian Ltd., 1975. 243p.

LABOUR ECONOMICS

23. Appleton, J.D.S. Labour economics. London, Macdonald and Evans, 1975. 238p.

LABOUR ORGANIZATION

24. Edelstein, J. David. Comparative union democracy; organisation and opposition in British and American unions, by J. David Edelstein and Malcolm Warner. London, George Allen & Unwin, 1975. 378p.

LABOUR STATISTICS

25. International Labour Office. International recommendations on labour statistics. Geneva, 1976. 131p.

LABOUR SUPPLY

26. Diewert, Walter Erwin. Annual employment, industry by occupation in Canada. Ottawa, Canada Department of Manpower and Immigration, Research Projects Group, 1975. 206p.

LABOUR UNIONS — AUTOMOBILE WORKERS

27. Marquart, Frank. An auto worker's journal: the UAW from crusade to one-party union. University Park, Pennsylvania State University Press, 1975. 162p.

LABOUR UNIONS — MANAGERIAL EMPLOYEES

28. Solasse, Bernard. Essai sur la conscience collective des cadres syndiqués au Québec. Québec, Université Laval, Département des relations industrielles, 1975. p.7-39. (Université Laval. Département des relations industrielles. Tiré-à-part no. 7)

PRODUCTIVITY BARGAINING

29. Industrial Relations Research Association. Collective bargaining and productivity. Madison, Wis., 1975. 194p.

PRODUCTIVITY OF LABOUR

30. U.S. Bureau of Labor Statistics. Current developments in productivity, 1973-74. Washington, G.P.O., 1975. 33p.

RETIREMENT

31. Brown, Joan C. How much choice? Retirement policies in Canada. Ottawa, Canadian Council on Social Development, 1975. 285p.

SICKNESS BENEFITS

32. Martin, Jean. Prolonged sickness and the return to work; an enquiry carried out in 1972/73 for the Department of Health and Social Security of the circumstances of people who have received incapacity benefits for between a month and a year, and the factors affecting their return to work, by Jean Martin and Margaret Morgan. London, H.M.S.O., 1975. 247p.

SOCIAL INDICATORS

33. Organization for Economic Cooperation and Development.

Working Party on Social Indicators. Measuring social well-being: a progress report on the development of social indicators. Paris, 1976. 198p. Titre en français: Mesure du bien-être social: un rapport sur les progrès d'élaboration des indicateurs sociaux.

SOCIAL SECURITY

34. Federal-Provincial Working Party on Income Maintenance. Federal-Provincial social security review; background paper on income support and supplementation. Ottawa, Information Canada, 1975. 118p. Titre en français: Révision fédérale-provinciale de la sécurité sociale; document de travail sur le soutien et le supplément du revenu.

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labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended March 20, 1976		10,019	+ 0.4	+ 2.3
Employed	March 1976	9,259	+ 0.8	+ 3.4
Agriculture	" "	414	- 0.9	+ 1.9
Non-agriculture	" "	8,845	+ 0.9	+ 3.5
Paid workers	" "	8,391	+ 0.9	+ 5.7
At work 35 hours or more	" "	6,713	- 0.8	+ 3.7
At work less than 35 hours	" "	1,958	+ 1.2	+ 26
Employed but not at work	" "	587	+ 23	+ 3.7
(change in thousands)				
Unemployed	" "	759	- 41	+ 20
Newfoundland	" "	25	—	- 1
Nova Scotia	" "	30	+ 1	+ 4
Prince Edward Island	" "
New Brunswick	" "	31	—	+ 6
Quebec	" "	221	- 34	- 14
Ontario	" "	263	+ 1	+ 11
Manitoba	" "	25	—	+ 1
Saskatchewan	" "	19	- 2	+ 6
Alberta	" "	39	+ 2	+ 4
British Columbia	" "	102	- 7	+ 2
Without work, seeking work and available for work	" "	671	+ 71	—
On temporary layoff and expect to return to work	" "	20	—	—
percentage change				
INDUSTRIAL EMPLOYMENT (1961 = 100)‡	December 1975	140.2	- 0.6	- 0.8
Manufacturing employment (1961 = 100)‡	" "	133.2	- 2.1	- 4.0
IMMIGRATION	First 9 months 1975	149,457	—	—
Destined to the labour force	" " " "	64,877	—	—
STRIKES AND LOCKOUTS				
Strikes and lockouts	February 1976	149	- 10.0	+ 4.0
No. of workers involved	" "	143,039	+ 161.7	+ 384.6
Duration in man days	" "	561,910	- 33.6	+ 87.0
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)‡	December 1975	210.06	- 1.3	+ 40.2
Average hourly earnings (mfg.)‡	" "	5.32	+ 0.8	+ 13.0
Average weekly hours paid (mfg.)‡	" "	37.7	- 3.4	- 2.4
Consumer price index (1971 = 100)	March 1976	146.2	+ 0.4	+ 9.0
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	December 1975	139.4	- 3.0	+ 5.9
Total labour income (millions of dollars)‡	February 1976	7,665.4	+ 1.2	+ 14.7
INDUSTRIAL PRODUCTION				
Total (average 1971 = 100)	February 1976	116.8	+ 1.2	+ 2.7
Manufacturing	" "	116.2	+ 1.6	+ 4.1
Durables	" "	113.2	+ 1.9	+ 1.7
Non-durables	" "	119.3	+ 1.3	+ 6.4
NEW RESIDENTIAL CONSTRUCTION**				
Starts	February 1976	11,615	—	+ 134
Completions	" "	11,876	—	+ 1
Under construction	" "	143,986	—	+ 15

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. No. 71-001.

‡Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	978	1,036	463,850	10,313,046	0.50
*1975					
February	65	143	29,575	300,439	0.19
March	71	157	38,693	415,218	0.26
April	95	189	43,596	585,288	0.34
May	114	229	115,445	658,752	0.38
June	107	247	61,720	798,911	0.45
July	99	247	112,282	1,223,422	0.65
August	89	250	105,422	1,287,760	0.74
September	68	229	81,015	1,284,950	0.74
October	70	242	107,544	1,241,833	0.68
November	55	189	78,761	1,239,684	0.76
December	28	181	82,148	1,109,110	0.64
*1976					
January	33	165	54,659	845,640	0.49
February	21	149	143,038	561,910	0.34

*Preliminary.

STRIKES AND LOCKOUTS, FEBRUARY 1976, BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Agriculture	1	1	37	670
Forestry				
Mines	2	6	1,661	13,480
Manufacturing	6	93	30,389	436,120
Construction	1	4	248	2,110
Transpn. & utilities	1	10	1,642	31,340
Trade	2	14	468	8,190
Finance	0	2	34	680
Service	4	14	2,854	13,360
Public administration	3	4	705	3,360
Various industries	1	1	105,000	52,500
All industries	21	149	143,038	561,910

STRIKES AND LOCKOUTS, FEBRUARY 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	1	9	2,932	28,260
Prince Edward Island	0	0	0	0
Nova Scotia	0	3	1,300	12,360
New Brunswick	1	7	1,902	26,990
Quebec	6	49	116,615	192,050
Ontario	5	53	15,171	245,040
Manitoba	1	6	1,422	28,380
Saskatchewan	1	1	1,500	1,500
Alberta	3	5	883	7,120
British Columbia	0	11	848	17,030
Federal	3	5	465	3,180
All jurisdictions	21	149	143,038	561,910

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				February	Accu- mulated	Termination Date	
Mines							
METAL							
	Anvil Mining Corp., Faro, Yukon	Steelworkers Loc. 1051 (AFL-CIO/CLC)	270	1,930	1,930	Feb. 1 Feb. 11	Wages, fringe benefits — Terminated by mutual agreement —
MINERAL FUELS							
	McIntyre Mines Ltd., Grande Cache, Alta.	Steeworkers Loc. 7621 (AFL-CIO/CLC)	600	3,600	3,600	Feb. 5 Feb. 12	Grievances — Not reported —
NON-METAL							
	Aluminum Company of Canada, St. Lawrence, Nfld.	Fed. of Metal Trades Unions (CNTU)	400	2,000	67,600	June 8/ 1975 Feb. 9/ 1976	Wages, COLA — Return of miners when agreement reached —
QUARRIES							
	Aldu Granite Inc., (7 co's) Beebe, Que.	Steelworkers Loc. 7550 (AFL-CIO/CLC)	200	4,000	8,800	Dec. 29/ 1975	Not reported —
	Domtar Chemicals Ltd., Beachville, Ontario	Chemical Wkrs. Loc. 9-640 (AFL-CIO/CLC)	135	1,390	13,000	Oct. 1/ 1975 Feb. 14/ 1976	Wages, other issues — Not reported —
Manufacturing							
FOOD AND BEVERAGES							
	Société Coop. avicole, St-Damase, Québec	Commerce Fed'n (CNTU)	249	4,980	38,850	July 18/ 1975	Wages, fringe benefits —
	B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	5,060	47,560	June 2/ 1975	Wages —
	Park & Tilford, Vancouver, B.C.	Brewery Wkrs. Loc. 153 (CLC)	110	2,200	12,760	Sept. 13/ 1975	Wages, benefits, other issues —
	Cadbury-Schweppes Powell Ltd., Whitby, Ontario	Teamsters Loc. 467 (Ind.)	115	1,150	8,650	Oct. 28/ 1975 Feb. 16/ 1976	Other contract issues — Terminated by mutual agreement —
	Boulangerie Vaillancourt Québec, Québec	Commerce Fed'n (CNTU)	180	270	270	Feb. 10 Feb. 12	Wages, fringe benefits — Not reported —
LEATHER							
	Rosita Shoes, Montreal, Quebec	CSD	384	7,680	31,670	Nov. 4/ 1975	Wages —
	Greb Industries Ltd., Trois-Rivières, Quebec	Syndicat de la chaussure de Trois-Rivières (CNTU)	165	3,300	17,170	Sept. 15/ 1975	Wages —
WOOD							
	Canadian Forest Products Hunting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,400	198,390	Sept. 13/ 1972	Shorter hours, elimination of piece work, rates of pay —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					February	Accumulated	Termination Date	
	Girard & Godin Ltée., Trois-Rivières, Qué.		Upholsterers Loc. 572 (AFL-CIO/CLC)	100	2,000	12,450	Aug. 18/ 1975	Wages, hours —
FURNITURE AND FIXTURES								
	Vilas Furniture Ltd., Cowansville, Quebec		Building and Wood Workers (CNTU)	350	7,000	52,150	July 29/ 1975	Wages, incentive pay —
	Art Laboratory Furniture Co., Montreal, Que.		Upholsterers Loc. 402 (AFL-CIO/CLC)	130	2,600	7,540	Dec. 5/ 1975	Not reported —
PAPER								
	Abitibi Paper Co. Ltd., (Fort William Div.), Thunder Bay, Ontario		Canadian Paperworkers Loc. 132 (CLC)	252	5,220	41,760	July 11/ 1975	Union wants to bargain for all Abitibi mills —
	Abitibi Pulp & Paper Co., Sault Ste. Marie, Ont.		Canadian Paperworkers Loc. 67 and 133	380	7,870	62,950	July 11/ 1975	Union wants to bargain for all Abitibi mills —
	Abitibi Forest Products Ltd., Sturgeon Falls, Ontario		Canadian Paperworkers Loc. 7135 (CLC)	358	7,420	58,310	July 15/ 1975	Union wants to bargain for all Abitibi mills —
	Abitibi Provincial Mill, Thunder Bay, Ontario		Canadian Paperworkers Loc. 239 (CLC)	400	5,430	63,720	July 10/ 1975 Feb. 20/ 1976	Union wants to bargain for all Abitibi mills — Terminated by mutual agreement —
	Abitibi Provincial Mill, Thunder Bay, Ontario		Canadian Paperworkers Loc. 249 & 134 (CLC)	292	3,960	46,740	July 9/ 1975 Feb. 20/ 1976	Union wants to bargain for all Abitibi mills — Terminated by mutual agreement —
	Abitibi Paper Co., Smooth Rock Falls, Ont.		Canadian Paperworkers Loc. 32 (CLC)	330	4,480	51,390	July 15/ 1975 Feb. 20/ 1976	Wages, fringe benefits — Terminated by mutual agreement —
	Abitibi Provincial Paper, Thorold, Ontario		Canadian Paperworkers Loc. 290 (CLC)	700	11,470	109,970	July 17/ 1975 Feb. 23/ 1976	Wages, fringe benefits — Terminated by mutual agreement —
	Abitibi Paper Co. Ltd., Iroquois Falls, Ont.		Canadian Paperworkers Loc. 90 & 109 (CLC)	900	16,710	145,300	July 13/ 1975 Feb. 27/ 1976	Wages, fringe benefits — Terminated by mutual agreement —
	Abitibi Paper Co., Beauport, Quebec		Canadian Paperworkers Loc. 138 (CLC)	417	8,640	58,260	Aug. 20/ 1975	Union wants to bargain for all Abitibi mills —
	Domtar Fine Papers Ltd., Cornwall, Ontario		Canadian Paperworkers Loc. 212 (CLC) & IBEW Loc. 338 (AFL-CIO/CLC)	1,135	23,510	156,050	Sept. 18/ 1975	Wages, fringe benefits, other contract issues —
	Domtar Packaging Ltd., Red Rock, Ontario		Canadian Paperworkers Loc. 255 & 528 (CLC)	450	9,000	53,340	Sept. 13/ 1975 Feb. 29/ 1976	Wages, other contract issues — Terminated by mutual agreement

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		February	Accu- mulated		Result
Domtar Fine Papers Ltd., St. Catharines, Ont.	Canadian Paperworkers Loc. 77 (CLC)	256	5,300	33,740	Sept. 18/ 1975	Wages —
Consolidated-Bathurst Ltée, various locations, Quebec	Canadian Paperworkers 6 Locs. (CLC)	3,087	10,290	253,870	Oct. 11/ 1975 Feb. 5/ 1976	Wages, fringe benefits —
Consolidated-Bathurst Ltée, New Richmond, Ontario	Canadian Paperworkers Loc. 574 & 926 (CLC)	685	14,190	82,660	Oct. 12/ 1975	Wages, fringe benefits —
Consolidated-Bathurst Pulp & Paper, Portage du Fort, Québec	Canadian Paperworkers Loc. 420 (CLC)	350	4,750	33,750	Oct. 6/ 1975 Feb. 20/ 1976	Wages — Return of workers when agreement reached —
La Cie Price Ltée, Kénogami, Québec	Canadian Paperworkers Loc. 50 (CLC)	350	2,750	34,750	Sept. 24/ 1975 Feb. 12/ 1976	Wages, fringe benefits — Terminated by mutual agreement —
Rayonier Québec, Port Cartier, Québec	Canadian Paperworkers Loc. 1125 (CLC)	380	4,070	6,780	Jan. 22/ 1976 Feb. 16/ 1976	Dispute over dismissal of 40 employees — Terminated by mutual agreement —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 433 (CLC)	253	5,060	25,800	Oct. 3/ 1975	Wages —
Diamond National of Canada Ltd., Brantford, Ontario	Woodworkers Loc. 2-233 (AFL-CIO/CLC)	111	1,550	9,100	Oct. 24/ 1975 Feb. 20/ 1976	Wages — Not reported —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Loc. 192 & 584 (CLC) & United Paperworkers Loc. 228 (AFL-CIO/CLC)	300	6,210	34,810	Sept. 18/ 1975	Wages —
Ontario Minnesota Pulp & Paper Co., Kenora, Ontario	Canadian Paperworkers	121	2,510	10,890	Oct. 24/ 1975	Wages, fringes, other contract issues —
Continental Can Co., Toronto, Ontario	Canadian Paperworkers Loc. 1112 (CLC)	224	3,520	24,010	Sept. 24/ 1975 Feb. 23/ 1976	Wages, fringes, other contract issues —
Kimberly-Clark of Canada Ltd., St. Catharines, Ontario	Canadian Paperworkers Loc. 289 (CLC)	152	2,280	16,900	Sept. 18/ 1975 Feb. 22/ 1976	Wages — Terminated by mutual agreement —
Scott-Maritimes Pulp Ltd., Abercrombie Point, N.S.	Canadian Paperworkers Loc. 440 (CLC)	250	3,040	16,800	Nov. 14/ 1975 Feb. 18/ 1976	Wages, fringe benefits — Not reported —
Great Lakes Paper Co. Ltd., Thunder Bay, Ont.	Canadian Paperworkers Locs. 39 & 257 (CLC)	1,400	21,000	165,000	Sept. 8/ 1975 Feb. 22/ 1976	Wages, fringes, other contract issues — Terminated by mutual agreement —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Involved Workers	February	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
Spruce Falls Power & Paper Co. and Kimberly Clark, Kapuskasing, Ontario	Canadian Paperworkers Locs. 89 & 256 (CLC) & IBEW Loc. 1149 (AFL-CIO/CLC)	1,530	16,390	169,400	Sept. 12/1975 Feb. 16/1976	Wages, length of contract — Terminated by mutual agreement —
Ontario Paper Co., Thorold, Ontario	Canadian Paperworkers, ILA & Operating Engineers	950	15,250	106,530	Sept. 17/1975 Feb. 23/1976	Wages — Terminated by mutual agreement —
E.B. Eddy Co., Ottawa, Ontario	Various unions	600	10,910	68,570	Sept. 17/1975 Feb. 26/1976	Wages, fringe benefits — Terminated by mutual agreement —
E.B. Eddy Co., Hull, Quebec	Various unions	900	16,070	102,550	Sept. 17/1975 Feb. 26/1976	Wages, fringe benefits — Terminated by mutual agreement —
Cie Gaspesia, Chandler, Quebec	Canadian Paperworkers	525	4,130	52,320	Sept. 23/1975 Feb. 12/1976	Wages, fringe benefits — Terminated by mutual agreement —
Eddy Forest Products Ltd., Espanola, Ont.	Canadian Paperworkers Locs. 74 & 156 (CLC)	725	10,600	72,200	Oct. 3/1975 Feb. 21/1976	Wages, fringe benefits — Terminated by mutual agreement —
Ontario-Minnesota Pulp & Paper Co., Fort Frances, Ontario	Various unions	900	18,640	82,600	Oct. 22/1975 Mar. 7/1976	Wages, fringe benefits — Terminated by mutual agreement —
Macmillan Rothesay Ltd., Saint John, N.B.	Canadian Paperworkers Loc. 601 (CLC)	500	7,860	43,030	Oct. 23/1975 Feb. 23/1976	Wages — Return of workers, agreement reached —
Nova Scotia Forest Industries, Point Tupper, N.S.	Canadian Paperworkers Loc. 972 (CLC)	600	6,430	45,310	Oct. 31/1975 Feb. 16/1976	Wages — Terminated by mutual agreement of parties —
Miramichi Timber Resources Ltd., Newcastle, N.B.	Canadian Paperworkers Loc. 689 (CLC)	599	12,410	62,910	Nov. 3/1975	Wages —
Price (Nfld.) Pulp & Paper, Grand Falls, Nfld.	Various unions	965	8,590	62,150	Nov. 13/1975 Feb. 13/1976	Wages, other contract issues — Terminated by mutual agreement —
Labrador Linerboard Ltd. Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	10,790	35,720	Nov. 23/1975 Mar. 5/1976	Wages, fringes, union jurisdiction — Return of workers, agreement reached —
Bowaters Nfld. Ltd., Corner Brook, Nfld.	Various unions	938	5,670	46,180	Nov. 30/1975 Feb. 9/1976	Wages — Terminated by mutual agreement —
Bowaters Mersey Paper Co., Liverpool, N.S.	Various unions	450	2,890	32,110	Oct. 30/1975 Feb. 10/1976	Wages — Terminated by mutual agreement —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Involved Workers	Duration in Man-Days		Starting Date	Termination Date	Major Issues Result
				February	Accumulated			
	Standard Paper Box, Quebec, Quebec	Féd. can. des trav. du papier et de la forêt (CNTU)	175	3,500	17,340	Oct. 8/1975		Protesting suspension of an employee —
	Domtar Pulp Ltd., Lebel-sur-Quévillon, Québec	Canadian Paperworkers	400	8,290	42,290	Oct. 3/1975		Wages, COLA —
PRIMARY METALS								
	Ontario Malleable Iron (ITT Grinnell Ltd.), Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	4,400	6,600	Jan. 18/1976		Wages, fringe benefits —
	Lynn MacLeod Metallurgy, Thetford Mines, Quebec	Steelworkers Loc. 7801 (AFL-CIO/CLC)	190	950	950	Feb. 3/1976 Feb. 10/1976		Dispute over dismissal of some workers — Terminated by mutual agreement —
METAL FABRICATING								
	Great Lakes Steel, Thunder Bay, Ontario	Structural Iron Workers Loc. 743 (AFL-CIO/CLC)	600	600	600	Feb. 3/1976 Feb. 4/1976		Not reported — Not reported —
	Vulcan Industrial Packaging, Rexdale, Ontario	Steelworkers Loc. 6754 (AFL-CIO/CLC)	205	2,870	3,900	Jan. 26/1976 Feb. 20/1976		Wages, fringe benefits — Terminated by mutual agreement —
TRANSPORTATION EQUIPMENT								
	Bombardier Ltée, La Pocatière, Québec	Fed'n of Metal Trades Unions (CNTU)	275	5,500	16,780	Dec. 2/1975		Wages, fringes, grievances —
	Heatex, LaSalle, Quebec	Fed'n of Metal Trades Unions (CNTU)	300	6,000	35,400	Sept. 11/1975 Feb. 27/1976		Wages — Company closed plant —
NON-METALLIC MINERAL PRODUCTS								
	Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776	100	2,000	16,000	July 12/1975		Wages —

Construction

Lorneville Area Bargaining Authority, Point Lepreau, N.B.	Various unions	180	1,800	5,040	Jan. 7/1976 Feb. 16/1976		Dispute over safety regs. — Terminated by mutual agreement —
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Transportation & Utilities

TRANSPORTATION

City of Winnipeg Transit System, Winnipeg, Man.	Transit Union Loc. 1505 (AFL-CIO/CLC)	1,250	25,890	32,140	Jan. 26/1976		Wages —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, FEBRUARY, 1976 (Preliminary) (Concl'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				February	Accu- mulated	Termi- nation Date	Result
Léo Auger, Inc., Ville Lasalle, Québec	Assn. des chauffeurs scolaires (Ind.)		100	2,000	4,000	Jan. 5 1976	Wages —
Service							
HEALTH & WELFARE							
Various Hospitals, Montreal area, Quebec	Unorganized, (X-ray & Lab. technicians)		750	750	750	Feb. 12 1975 Feb. 13 1975	Protesting gov't. wage offer — Return of workers —
Saskatchewan Hospital Ass'n., (3 hosp.), Saskatoon, Sask.	Public Emps. (CLC)		1,500	1,500	1,500	Feb. 2 1976 Feb. 3 1976	Protesting slow negotiations — Return of workers —
ACCOMMODATION & FOOD							
Island Hall Hotel, Parksville, B.C.	Hotel Emps. Loc. 835 (AFL-CIO/CLC)		104	2,150	5,890	Dec. 11 1975	Not reported —
Public Administration							
LOCAL ADMINISTRATION							
City of Saint John, Saint John, N.B.	Public Emps. Loc. 18 (CLC)		400	400	400	Feb. 12 1976 Feb. 13 1976	Grievances — Terminated by mutual agreement —
City of Lachine, Lachine, Quebec	Fed. of Municipal & School Emps. of Que. (Ind.)		145	1,450	1,450	Feb. 15 1976 Feb. 28 1976	Wages — Terminated by mutual agreement —
Various Industries							
Quebec Government, Province wide, Quebec	Various unions (common front)		105,000	52,500	52,500	Feb. 26 1976 Feb. 27 1976	Wages, other contract issues — Return of workers —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Labour data

Labour Organizations in Canada (annual). Contains a brief commentary, the latest statistical data on union membership, and a directory of labour organizations with names of their principal officers, publications and the geographic distribution of their local branches in Canada. (Bilingual). Price \$1.50. Cat. No. L2-2/1975.

Strikes and Lockouts in Canada (annual). Furnishes a record of strikes and lockouts occurring in Canada during a year. Tables and related texts show strikes and lockouts by years, by areas, by industries, including time lost, number of workers involved, duration, etc. (Bilingual). Price \$1.50. Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974. This year the annual report containing the results of the October 1 survey of occupational wage rates and standard hours of work in selected industries appears in 35 separate booklets containing data for each of 35 major communities across Canada. The information is final; there is no preliminary report. In addition to the statistical measures presented in previous years, the 1974 report shows the median and 1st and 3rd quartiles. Information will also be shown by size of establishment and union/non-union for office employees. Various prices. (Bilingual). Cat. No. L2-5/1974 (Booklet No.).

Working Conditions in Canadian Industry, 1974. (Bilingual). Price \$2.50. Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada; a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1975. A comparative summary of human rights legislation in all Canadian jurisdictions — includes related cases, as of December 31, 1974. (English or French). Price \$1.75. Information Canada, Cat. No. L34-23/1975.

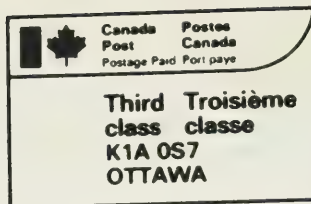
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library, Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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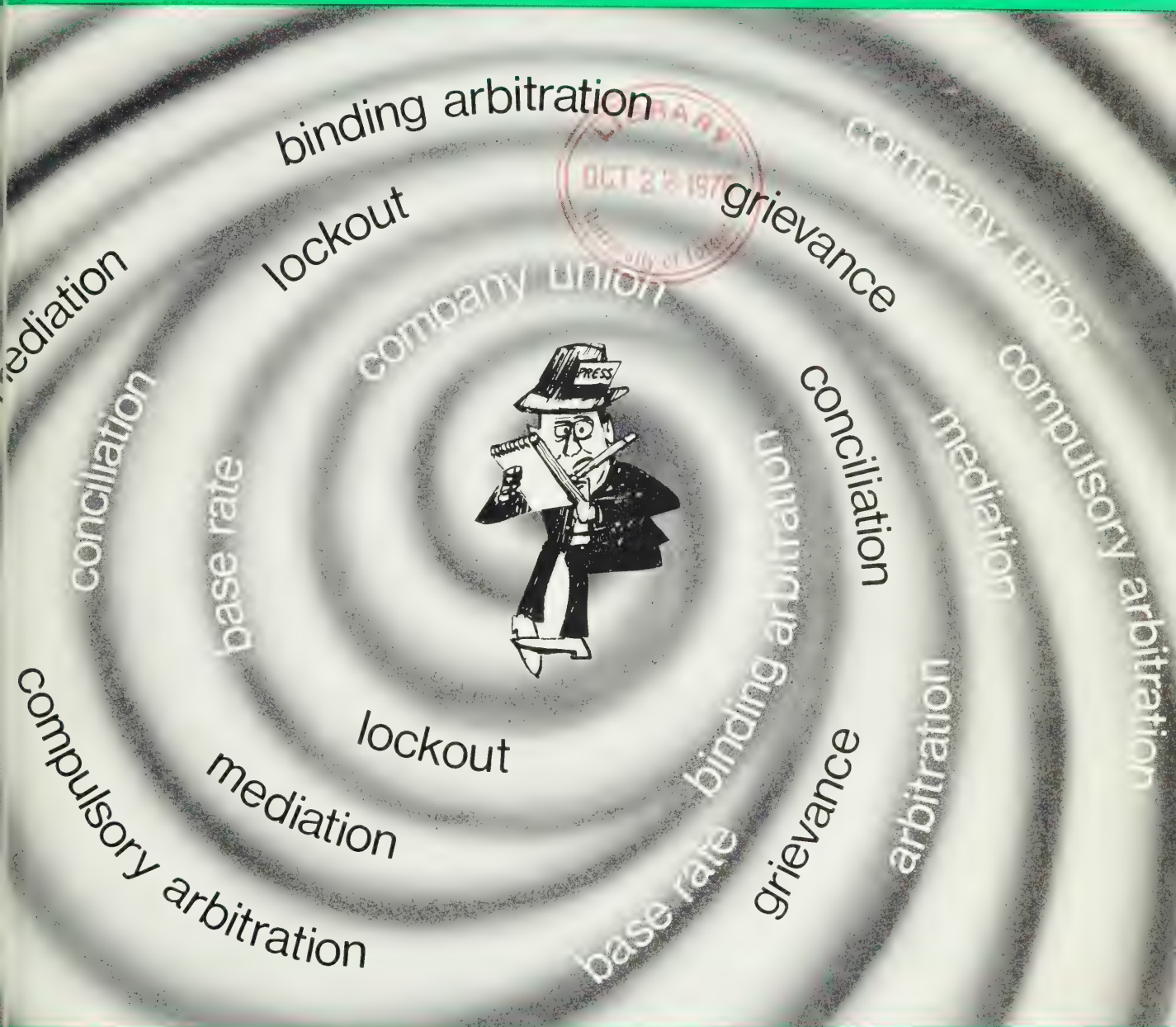


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**Labour
Canada**

**Travail
Canada**

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contents

Vol. 76, No. 7, July 1976

NEWS BRIEFS

- | | | |
|---|--|---|
| <p>350 HEALTH AND SAFETY</p> <ul style="list-style-type: none"> • Steelworkers' brief to Ont. Royal Commission • Windsor seminar in Nov. <p>350 CONVENTIONS</p> <ul style="list-style-type: none"> • Canadian Manufacturers' Association conference • Alberta federation • PSAC convention <p>352 BUSINESS</p> <ul style="list-style-type: none"> • Competitiveness threatened | <p>353 STRIKES</p> <ul style="list-style-type: none"> • Swiss, Dutch least strike-prone <p>353 WAGES</p> <ul style="list-style-type: none"> • Farm workers • First-quarter settlements <p>353 EMPLOYMENT</p> <ul style="list-style-type: none"> • Native people • Education-work link needed | <p>354 DISCRIMINATION</p> <ul style="list-style-type: none"> • EEC approves directive • U.S. Supreme Court ruling <p>355 THE ECONOMY</p> <ul style="list-style-type: none"> • Conference Board forecast <p>355 THE WORKPLACE</p> <ul style="list-style-type: none"> • New U.S. organization • EEC enrichment blueprint <p>355 INFLATION</p> <ul style="list-style-type: none"> • Controls Iranian style |
|---|--|---|

FEATURES

- 356 **Labour reporting in Canada: ample room for improvement** by Ed Finn
- 360 **The role of the media in industrial relations** by Wilfred List
- 364 **Reactions to Wilfred List's observations**
- 367 **Labour reporting in Canada: too much expected of too few** by Roy LaBerge
- 369 **Labour reporters answer their critics**
- 371 **A mid-year economic review** by Frederick Stapenhurst
- 373 **Ways to beat the productivity problem** by John Doig
- 377 **C.D. Howe-Statistics Canada report: Studies on the status of Canadian women** by Jane Burton
- 381 **Britain's unions support wage restraint policy** by John Bank
- 383 **Urban affairs study: The quality of life in Canadian cities**

DEPARTMENTS

- 385 **FORUM**
- Jennings: fact vs. opinion
- 387 **BOOKS**
- *Working Mothers* by Jean Curtis
—reviewed by Blanche B. Borkovic
- 388 **FIFTY YEARS AGO**
- an industrial nurses' association
 - intimidation legislation
 - 'dance of the dollar'
- 389 **PRICES AND EMPLOYMENT**
- 390 **ADDITIONS TO THE LIBRARY**
- 393 **LABOUR STATISTICS**

NEWS BRIEFS

HEALTH AND SAFETY

Steelworkers' brief to Ont. Royal Commission

The United Steelworkers of America claim that the concerns of mine workers for health and safety "have usually been ignored by management and government."

The union makes this assertion in a 142-page report on "defects" in mining safety legislation and union efforts to overcome them by lobbying and negotiating.

The report claims lack of adequate response has left miners with a sense of frustration and failure. The document was prepared as a brief to the Ontario Royal Commission on the Health and Safety of Workers headed by James M. Ham, a University of Toronto engineering professor.

It says unions normally have to negotiate for improved working conditions because 30 years of appeals to government have failed to produce "adequate" safety laws.

The USWA notes some negotiating successes: the right to learn about new chemicals and compounds introduced into the workplace, in 1972, and the right of union members to conduct their own tests for contamination in the air that miners breathe, in 1975.

It also notes that a 1973 amendment to the Coroners Act won unions in the province the right to participate

in coroners' inquests into mining deaths.

"Bargaining involves compromises," the report comments, "and in the field of health and safety it seems wrong that workers should be forced to settle for less than necessary protection."

The report adds: "This situation arises because powerful companies do not consider a safe workplace to be a worker's right. Governments have not seen fit to challenge this area of 'management's rights. Only the labour movement is doing so."

The USWA says it has had safety committees in its locals for 20 years, but has had a hard time getting management to recognize them. The report also notes instances of politicians' apathy towards occupational health: It says that in 1967, the minister of national health and welfare "refused" union requests that the government set standards for exposure in uranium mines. As a result, radiation standards are only today approaching the levels recommended a decade ago: "Tragic numbers of workers in Elliot Lake have developed lung cancer in the meantime because of high radiation in the uranium mines."

The brief also says that the USWA and the Ontario Federation of Labour asked the provincial government in 1967 to introduce occupational health laws setting threshold limits for exposure to toxic chemicals, noise, and other dangers at work, but that then premier, John Robarts, said no such legislation was necessary.

Windsor seminar in Nov.

The 1976 Canadian-American Seminar, at the University of Windsor, Nov. 11 to 12, will be on the topic "Health care delivery systems in North America: the changing concepts." The annual seminar brings specialists from government, academia and industry together to discuss common concerns of the two countries.

CONVENTIONS

Canadian Manufacturers' Association conference

Canadians must have more leadership from business and labour because the job of leading the country is too much for government alone, the Canadian Manufacturers' Association annual meeting was told.

That theme, expressed by the CMA's retiring president, Harold Corrigan, in his keynote address, was reiterated throughout the two-day meeting in June, an entire day of which was devoted to a dialogue between 500 business participants and Prime Minister Trudeau and five of his cabinet ministers.

The prime minister, in an address to CMA members, said the government stood firmly by its intention to continue its anti-inflation controls for three years or until inflation was brought down to about 4 per cent a year.

Trudeau thanked the CMA, and particularly Corrigan, for the support it had given the government's program: "It was not an easy thing for an association of

manufacturers and businessmen to welcome policies during which controls are imposed and a certain amount of economic freedoms are withdrawn. But I think the history of the past six months has been to show that associations dedicated to the well-being of our society can be supportive and critical at the same time — supportive in realizing the difficulties of the past that our economy has to face...and critical in a constructive way by making suggestions on how whatever we're doing can be improved."

Five cabinet ministers replied to 85 written questions posed to them by CMA members and covering a wide range of government policies. Finance Minister Donald MacDonald, Industry Trade and Commerce Minister Donald Jamieson, Manpower and Immigration Minister Robert Andras, Transport Minister Otto Lang, and National Health and Welfare Minister Marc Lalonde, participated.

The businessmen considered the ministers' answers in five separate workshops and then the ministers returned after Question Period in the Commons to discuss further questions arising out of the workshops. It was the first time a dialogue occurred in that form at a CMA meeting, and response of most participants was positive.

Corrigan, in his keynote address, appealed to business leaders, in their role as leaders of action to "place more emphasis on their role as leaders of thought."

He said the current debate about the future of the Canadian economic system centred around two key questions: "What are those values that we Canadians believe should guide the development of our economic system? By values, we mean those qualities of conduct and social relations and those

philosophies which should be the underpinning of our social and economic system?" And: "What is the trade-off that ought to be made between (individual economic) equality and the efficiency of our economic system in the immediate years ahead?"

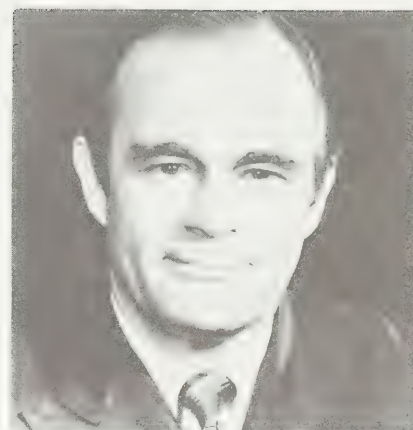
He said that any change of Canadian institutions "must be towards greater recognition of the individual's importance and dignity in society" and that any notion of freedom of justice "must recognize that individuals should be entitled to the rewards of their labours and abilities — even if the rewards are above average — provided, always, the disadvantaged in our society are properly taken care of."

Corrigan, who is president of Alcan Products Limited, Toronto, also called on manufacturers to improve their relations with employees.

He also said managers must undertake the "painstaking" task of identifying the factors that cause Canadian manufacturers to be non-competitive in so many situations. "It is a fact," he stated, "that Canadian manufacturers cannot, with some exceptions, sell, produce and deliver in Canada at as low a unit cost as U.S. manufacturers can in the U.S. market."

He said the factors could include "obsolete production equipment, branch-plant type restraints imposed from within and outside Canada, market restraints, government-imposed restraints and a host of others."

The CMA's incoming president, Rodrigue J. Bilodeau, said current trends indicate "very clearly" that Canada is about to be displaced by an increasing number of aggressive and highly competitive countries "not only in world market but right here in our own country."



Rodrigue Bilodeau, new CMA president

He said the CMA had set three objectives for the coming year: to re-define the market system "to ensure it meets Canada's future needs and ensure the survival of that system by fostering its acceptance by the Canadian public;" to achieve greater public recognition of "the importance of a healthy manufacturing industry to the social and economic well-being of every Canadian, and, "to make Canadian manufacturing more competitive and productive."

The new CMA president is chairman of the board of Honeywell Limited, Scarborough, Ontario and president of both Honeywell Holdings Ltd. and Emplitol Electronics Ltd.

Alberta federation

The Alberta Federation of Labour has pledged its support to the Canadian Labour Congress' continuing opposition to federal wage controls, including "work stoppages or comparable forms of action," if necessary.

A resolution, adopted at the AFL's April 21 to 23 convention, in Edmonton, also called for setting up an AFL group to "serve as a

mobile strike support committee to assist striking locals," and it urged that unions refuse to sign contracts containing clauses making settlements subject to approval by the Anti-Inflation Board.

PSAC convention

The Public Service Alliance of Canada elected a new president and approved a dues increase for its 168,000 members, at its 1976 triennial convention, in Winnipeg, May 31 to June 4.

The 316 delegates also heard proposals for closer ties with unions representing provincial and municipal employees. They also adopted an emergency resolution calling for PSAC representation on a special task force that the federal government is setting up to examine public service staffing and the future role of the public service commission.

Andy I. Stewart, a former executive vice-president, succeeds Claude Edwards who retired as president. Edwards had led the PSAC since its founding in 1966 by a merger of two public service staff associations. Soon after his retirement, Edwards was named to the Public Service Staff Relations Board. He was also named an Officer of the Order of Canada by Governor General Jules Léger at a recent ceremony at Government House.

The delegates also elected the PSAC's first two women directors — Aileen Manion as one of the four executive vice-presidents and Eleanor Ryan as national director for Ontario.

William Doherty, an unsuccessful candidate for the presidency, and James Wylie were returned as executive vice-presidents, and Paul



Stewart

Gascon was elected to that office for the first time.

The other regional national directors are Joe Rideout, Atlantic; Jean Bergeron, Quebec; Phil Griffin-Warwicke, Prairies and Bob Strachan, B.C.

The president, executive vice-presidents, and presidents of the PSAC components make up the board of directors that will lead the PSAC between conventions. The Association represents more than 80 per cent of the federal government's organized employees.

Kealey Cummings, national secretary-treasurer of the 210,000-member Canadian Union of Public Employees, which represents mostly municipal employees, said PSAC members share common problems with CUPE and the newly-founded National Union of Provincial Government Employees which has 107,000 members. Edwards said a consultative body could help the three organizations co-ordinate their dealings with the three levels of government.

Members' monthly dues to the PSAC were increased from \$2.75 to \$4.65 effective Aug. 1, 1976, to \$4.75 on Jan. 1, 1977, and to \$4.85 on Jan. 1, 1978.

The 500 delegates also voted overwhelmingly against a proposed change in representation at CLC conventions that would limit unions to one delegate for each 1,000 members, instead of the present system under which every local may send a delegate. The proposal had been defeated at the CLC convention in Quebec City May 17 to 21.

The delegates also adopted several resolutions aimed at providing more low-cost housing, and calling for more public ownership of land intended for residential development, low-cost mortgages provided by federal and provincial governments, removal of the federal sales tax on building materials, making interest on mortgage deductible from personal income tax, and the launching of a program of public housing aimed also at alleviating unemployment.

Convention speakers included CLC President Joe Morris, Alberta Labour Minister Neil Crawford and Grant Notley, provincial leader of the New Democratic Party.

Reg Baskin was re-elected president of the Federation, and Jim Murrie of Calgary and Frank Kuzemski of Edmonton were elected as first and second vice-presidents. Vice-presidents at large are Jack Dyck, Jack Hubler, Bill Broad, Bob Rusnell and Larry Mead.

BUSINESS

Competitiveness threatened

Roy A. Phillips, executive director of the Canadian Manufacturers' Association, wants the federal government to take a "more

realistic and pragmatic" approach to the problems of Canadian manufacturers, according to an article in *Canadian Business*.

He is quoted as saying competitiveness of Canadian products at home and abroad is one of manufacturing's most urgent problems, and manufacturers are concerned about the increasing share of the gross national product going into government expenditures.

"Most of it is in the service area and has to be paid for out of agriculture, manufacturing and the resource industries. The burden is too high and results in a loss of market share for Canadian industry," he said.

Phillips, who was named to the position in July, 1975, also is quoted as saying Canadian wage structures "are getting out of line," and that this hurts the country's competitiveness: "Some companies could just close up shop and buy their products abroad rather than manufacture them in Canada."

Commenting on the government's anti-inflation program, Phillips is quoted as saying: "We base our support [for the program] on the expectation that the controls will end at the earliest possible date."

STRIKES

Swiss, Dutch least strike-prone

Italy led 13 industrialized Western countries, excluding Canada, in man days lost in strikes per 1,000 workers employed during 1974, according to International Labour Organization statistics published in *Industrial Relations Europe*.

Italy's record of approximately 1,800 man days for each 1,000 workers employed contrasts sharply with the four lowest: Switzerland and the Netherlands, each with fewer than 5; Sweden with 30; and West Germany with 60. The United States was second highest with almost 1,500.

WAGES

Farm workers

Ontario has raised the hourly minimum wage for the 50,000 workers harvesting its fruit, vegetable and tobacco crops this summer by 25 cents to \$2.65 — the general minimum wage in the province. The minimum for other farm work remains at \$2.40.

Ontario Labour Minister Bette Stephenson said the increase was needed to match for Canadians the wages for seasonal farm workers from Caribbean countries, Mexico and other areas under contracts arranged by the Canada Department of Manpower and Immigration.

Ontario Agriculture Minister William Newman said he "reluctantly agreed," but that Ontario growers may find it difficult to meet the higher wage bill.

First-quarter settlements

Major settlements reached through collective bargaining in the first quarter of 1976 produced annual increases in base rates averaging 14.4 per cent, just slightly higher than the 14.3 per cent average of the first quarter of 1975.

However, the statistics cover agree-

ments reached before any review by the Anti-Inflation Board, and don't take into account any amendments that might have resulted from AIB recommendations.

The statistics, issued by the Canada Department of Labour, cover only agreements involving 500 or more workers in industries other than construction in federal and provincial jurisdictions.

Of the 116 first-quarter settlements in 1976, 47 were for one year, 35 for two years and 34 for three.

The one-year agreements provided for an average annual increase in base rates of 15.6 per cent; the two-year pacts of 18.6 per cent in the first year and 8.9 per cent in the second, and the three-year agreements, percentage increases of 17.0, 8.9, and 6.7 in the first, second and third years, respectively.

The average increase in base rates in the 474 agreements reached in the 12 months ended with the first quarter of 1976 was 16.1 per cent.

EMPLOYMENT

Native people

Judd Buchanan, minister of Indian affairs and northern development, says the government is ready to provide assistance to firms willing to employ native people.

He also says employers who are having a difficult time getting people to work in remote regions may be missing a good source of labour: the local native population.

"I think we can get together to solve our mutual problems," he said in a Toronto address to the Prospectors and Developers Association.

"You have the problem of attracting a labour force to isolated areas and keeping them there. I have a problem of finding employment for a labour force that has chosen to live in the same areas that you are having problems."

Buchanan said his department provides several incentives to industries providing employment for native people, including start-up grants, funds for training and re-training, education programs and funds for raw materials used in training programs.

He added that the department of manpower and immigration is ready to contribute the complete costs of training or re-training for up to 26 weeks.

Education – work link needed

Frank Beinder, executive director of the British Columbia Association of Colleges, wants unions, employers, educators and government to work together to match more closely the needs of the labour market and the skills provided by education.

He outlined the problem in a Vancouver address to representatives of all four groups. About 10,000 foreign tradesmen are admitted to the province on work permits every year while 100,000 B.C. "employables" are without work.

Beinder said the answer does not lie in legislation alone but also "in the willingness of men of good will and understanding to join forces and to devise the strategies necessary to meet the need."

He added: "I see no more potentially effective combination of

forces than the unions with their traditional human concern for working people, employers who must equip their operations with adequately-trained work forces, and the community colleges with their complement of people skilled and experienced in educational organization and instructional techniques."

He said employers should become more deeply involved in the planning and evaluation of college programs.

DISCRIMINATION

EEC approves directive

The Council of Ministers of the European Economic Community has formally approved a directive giving member states that have not already abolished sex discrimination in employment just 30 months to see that it is abolished.

The directive requires that judicial redress be available for workers who consider themselves to be victims of sexual discrimination.

The European court of justice has ruled that under the Treaty of Rome, women workers are entitled to equal pay, backdated to the start of their country's membership in the European Economic Community. However, the court also ruled that the money can be claimed only from the April 8 judgment, because to go further back would disrupt the economies of the EEC countries.

The ruling was on a case brought forward against Sabena airline by a Belgian stewardess, who claimed

she was denied the same pension rights as a male steward.

The British weekly *The Economist* says EEC commission lawyers "are unhappy about the ruling's blend of legal and practical considerations," but that employers in the nine countries "have breathed a sigh of relief."

Article 119 of the Treaty of Rome clearly states that: "Each member state shall...ensure and...maintain the application of the principal of equal remuneration for equal work as between men and women workers."

According to *The Economist*, however, the court also established "beyond any doubt" that equal pay is now a must in all community countries "not just in the narrow sense of the same pay for the same work that article 119 suggests, but on the wider definition of the same pay for equivalent work laid down in the EEC directive that came into force in February."

Most member countries have had equal pay, either as part of their constitution or through legislation, for some time. *The Economist* describes Britain and Ireland as "the major laggards" because their equal pay laws did not take effect until the end of last year.

U.S. Supreme Court ruling

The United States Supreme Court has ruled that blacks denied jobs because of their race should be granted special seniority rights and moved ahead of white workers hired in their place.

The justices held that the only way to "make whole" the victims of illegal job discrimination is to let

them pass fellow workers on the seniority ladder to the level they would have reached had they not been discriminated against.

The test case was brought by blacks turned down for drivers' jobs. But Linda Mathews, a correspondent for *The Toronto Star* says the March 24 ruling "would apply equally to other minorities, including women, covered in the 1964 Civil Rights Act's ban on job bias."

THE ECONOMY

Conference Board forecast

The Conference Board in Canada said in its latest quarterly forecast that in the first three months of 1976 the Canadian economy was "clearly in the early phases of recovery." It predicts an increase in real output of close to 5 per cent this year, after almost no increase last year, but unemployment would nevertheless rise slightly to an average 7.1 per cent of the labour force.

It also lowered its Consumer Price Index prediction, saying it would rise by 9 per cent this year. In December it had predicted a 1976 increase of 10.5 per cent, but revised this because of lower increases in agricultural and import prices so far this year.

The Conference Board is a private non-profit economic research group supported by business, labour and government.

THE WORKPLACE

New U.S. organization

A new United States organization, Work in America Institute, has been founded to "facilitate and accelerate" changes in the work place aimed at "improving productivity and enhancing the quality of work and of life" in modern society.

Its president, Jerome M. Rostow, a former assistant secretary of labor and executive with Exxon Corporation, says the WAI will provide a needed central source serving as an exchange and a repository for all the important ideas and experiments in improving work.

WAI has produced the first issues a new monthly, *World of Work Report*, covering new developments in the field in the U.S. and Europe. It also intends to organize training programs, conferences and seminars, and to produce a national directory of individuals and organizations in its area of interest.

EEC enrichment blueprint

The European Commission is preparing a "job enrichment blueprint" based on the premise that job enrichment programs and similar attempts to "humanize" the work place may increase productivity by enlisting the active co-operation of the work force.

Commission officials say the current economic situation has stimulated the need for change at the work place, and that a new work ethic is emerging. It advocates the right of all workers to do jobs that are meaningful and satisfying.


INFLATION

Controls Iranian style

Iran's prices have stopped rising in the last six months and, in some cases, have actually declined. But Duart Farquharson, a Southam News Services correspondent, says the Shah's war against profiteering is being carried out "with an iron fist."

"Roving bands of students and housewives check prices everywhere," Farquharson reports. "Some 28,000 'anti-profiteering' cases are said by the authorities to have been tried before mobile summary courts, actually magistrates in vans.

"Several millionaires have been exiled to the provinces, restaurants temporarily closed...About 17,700 retailers and businessmen have reportedly been fined more than \$1.5 million."

Farquharson quotes some importers as saying the actions of the price vigilantes "are making it uneconomic to replenish supplies of vital commodities" from abroad. They foresee "growing shortages which could create a new bout of inflation." 

Labour reporting in Canada: ample room for improvement

by Ed Finn

When the railway unions tallied their votes on the conciliation reports of Mr. Justice Emmett Hall, early in June, I received phone calls from seven journalists — four from the broadcasting and three from the print media — seeking information on the balloting.

Not one of them had the faintest notion of what the dispute was about. None knew how many unions were involved, and only one knew who the chief union negotiator was. None of them seemed to know the difference between arbitration and conciliation. They didn't even know the difference between the Associated Railway Unions and the Canadian Railway Labour Association.

Listening to them and trying to explain these elementary background facts, I had a strong sense of déjà vu. I felt as if I were back in the Montreal strike headquarters during the long railway shutdown in the summer of 1973, struggling with the labour illiteracy of most of that city's press corps.

During that strike, one of the union staff representatives decided to keep a list of all the bloopers in radio, TV and newspaper stories about the strike. He gave it up after the first week, because it was taking up too much of his time, but even in that brief period, he had detected 33 errors in the news stories. I have no doubt that, had he continued to monitor the press, his list would have exceeded 200 before the strike was over.

Ed Finn, information director for the Canadian Brotherhood of Railway, Transport and General Workers union, writes a regular column on labour for The Toronto Star.



I've always felt, however, that this mere cataloguing of mistakes in labour news stories does a grave injustice to reporters. Most of them are competent, hard-working, highly skilled professionals. The mistakes they make are due, in most cases, to their relative inexperience in the field of labour relations. It usually takes at least a couple of years for a reporter to become sufficiently knowledgeable about labour-management affairs to be able to write about them with reasonable accuracy. And few reporters either choose, or are allowed, to remain on the labour beat that long.

During my years as a reporter, I covered most of the beats, and I have no hesitation in saying that labour is by far the most difficult to cover.

To do an adequate job on the labour beat, a reporter should have more than a smattering of labour history and economics, internal union politics and administration, the structure of the labour movement, inter-union relations and rivalries, federal and provincial labour legislation, the names and personalities of major union officers, the duties and powers of the various labour

relations boards, and conciliation and arbitration procedures. For the next few years at least, he should also be well briefed on the anti-inflation legislation and regulations as they apply to collective bargaining.

I don't care how intelligent and conscientious a reporter may be; he is not going to assimilate that general labour relations knowledge in less than a few years. In fact, I would venture to say that it will take him as long as five years to attain the kind of familiarity and proficiency that will enable him to turn out consistently fair, full, and factual stories on labour issues.

We don't have a single full-time labour columnist in this country

Some editors follow a policy of rotating beats, on the theory that reporters tend to become "stale" if left on the same beat more than two years. This practice may be valid in the case of reporters who get bored covering the same field for extended periods. But a field such as labour relations, with its complexities and varieties, offers enough continuing challenge to keep a reporter interested and alert. In any event, it simply doesn't make sense to switch a reporter off the labour scene just as he is reaching his level of competence.

One of the most frustrating experiences of anyone handling public relations for a union is to deal with a neophyte reporter in the middle of a major crisis. The time that has to be spent explaining the most rudimentary background facts is staggering. And of course that kind of crash course in labour education is necessarily sketchy; it can't begin to fill in all the gaps in the reporter's knowledge. So mistakes are made in the stories, anyway, although they may not be quite as egregious as they would have been without the briefing.

Even more frustrating, after seeing a reporter develop expertise in labour matters and become truly capable, is to get a phone call one day from his replacement and learn that his predecessor has been assigned to cover the provincial legislature. Now the ordeal of "training" another labour reporter begins, and it's not a pleasant prospect.

"I'm supposed to get an interview with the president of the Canadian Union Congress," the new boy says. "I believe his name is Mr. Rowley. How do I get in touch with him?"

That's not an apocryphal question, by the way. It was posed to me a few years ago by a newsman from the Canadian Broadcasting Corporation, before the CBC got around to appointing a full-time labour reporter. He was quite surprised when I told him there was no such organization, and that he should try to distinguish between the CLC, the CCU, and the CNTU.

The assumption that any general reporter can handle any assignment, even in labour relations, is widespread among the editors of Canadian newspapers. The results of this editorial delusion are painfully evident in the press and on the air waves. Errors and misinforma-

tion abound, ranging from getting the name of the union wrong to confusing application of wage increases to the base and average rates.

Canadian Press recently asked me how many railway members my union represents, and I gave the figure of 22,000. The ensuing story referred to the "22,000-member Canadian Brotherhood of Railway, Transport and General Workers" when it should have been 40,000 members. The reporter never thought to wonder why the union would include "general workers" in its title if it did not have more than railway employees in its ranks.

During the six-week railway strike in 1973, I didn't count the number of reporters I had to deal with in Montreal, but I'm sure they numbered more than 50. The *Montreal Gazette* alone must have alternated its reporters ten or 12 times; I remember one week when *The Gazette* sent a different reporter to see us every day. Some of the radio and TV stations juggled their staff on the strike story almost as much.

I did my best to give each new reporter a hurried seminar on the convolutions of railway negotiations; but just as I thought I had informed every journalist in Montreal, a special session of Parliament was convened to enact strike-ending legislation, and the scene suddenly shifted to Ottawa. Most of my Montreal "graduates" were replaced by the Parliamentary press corps, all top-notch newsmen, but most of them as lamentably ignorant of labour relations in general, and the rail strike in particular, as the Montreal press had been when the strike started.

It is significant, I think, that very few of the media sent to Ottawa the same reporters who had been

covering the strike for them during its first five weeks. They chose instead to rely on the Parliamentary reporters, as if the strike had somehow been transformed overnight into a political story. There was admittedly a new political angle, but the story remained essentially within the parameters of labour relations. Unfortunately, most of the Parliamentary reporters, being unaware of that, didn't even look into the background of the dispute; so the general calibre of press coverage in the final stage of the strike — with a couple of notable exceptions — was worse than it had been before.

"One of the things you've got to get used to on the labour beat is getting scooped by Wilf List"

It cannot be emphasized too strongly that labour news should be covered by labour reporters, preferably reporters who intend to make it a long-term occupation. It is no coincidence that the labour reporter generally conceded to be tops in his field in Canada — Wilf List of the *Toronto Globe and Mail* — is also the one with the longest tenure, having been on the beat more than a quarter century.

Over the years, List has learned all there is to know about unions and labour-management-government relations. He knows hundreds of union officials on a first-name basis. His contacts with company and government people are just as numerous. Most important of all, he can anticipate an impending newsworthy development days in advance; and on the rare occasion that his nose for news may fail, he is likely to get an unsolicited tip from one of his many contacts.

This is one of the advantages of being the best labour reporter in the country. When anyone involved in labour relations wants to release (or leak) a story, he'll invariably phone List, because he knows that it will be reported fairly and fully. Canadian Press will then pick it up and it will get the desired national coverage. But if it is released to CP or another paper first, it could well be ignored, on the grounds that, if Wilf List didn't have it, it wasn't worth publishing. (This explains why nothing ever happens in the labour relations field on a national scale when List is on vacation. It has almost reached the point where his imprimatur is needed to verify a labour story's importance.)

While this is all very flattering for List, it makes it tough for other labour reporters to measure up to his standard. One newcomer on the beat, who has all the talent and enthusiasm to become one of the best, called me last spring to ask plaintively how *The Globe and Mail* was able to report the details of a conciliation report on the current railway dispute a full day before the report was scheduled to be tabled in Parliament. My reply, of course, was that *The Globe and Mail* got it first for the same reason it gets most other labour news first: because Wilf List works for *The Globe and Mail*. I said to him, "One of the things you've got to get used to on the labour beat is getting scooped by Wilf List. It's an occupational hazard."

On reflection, I'm not sure it's worse to get scooped by List, or to scoop him. Other reporters in the Toronto area, after handing in a story that they had somehow dug up before List, have engaged in the following conversation with their news editors:

Editor: Is this story all that important?

Reporter: I think it is.

Editor: Well, I'll try to find space for it, but it may not get in.

Reporter: If you don't use it today, Wilf List will have it tomorrow.

Editor: If it's that important, how come he didn't have it today?

Reporter: I don't know. Maybe it broke too late for his deadline.

Editor: Well, okay, leave it with me.

Next morning, after the story gets squeezed out by the latest news from the Middle East, and Wilf List emblazons it across the front page of *The Globe and Mail*:

Editor: Hey, how about doing an update on this List story!

Reporter: &□ % *!●?°¢%□ *●?&

The moral is that, even if a reporter does get a story ahead of List, he still has to get it past the copy desk.

I don't want to dwell too much on Wilf List, but the fact is that any serious discussion of labour coverage in the Canadian press tends to revolve around him. He is in a class by himself, and the standard of labour coverage in the other media is measured by the high standard that List has established.

List, however, cannot do it all himself. He can do it only through a good working relationship with his editors. It is obvious that List doesn't have to justify the value of a story he has written, nor does he have to submit it without knowing for sure if it's going to be used, cut or rewritten. *The Globe and Mail* editors defer to List's expertise and judgment. If he thinks something is worth writing about, they know it's worth publishing. And if he rates it front page material, it invariably makes the front page.

I think it's also safe to assume that, when *The Globe and Mail's* editorial writers decide to pontificate on a

labour subject, they consult List in advance. It seems fairly obvious that they then proceed to ignore his advice in most cases, but at least they get the facts from List before deciding how to misinterpret them.

Labour news should be covered by labour reporters

The Canadian Daily Newspaper Publishers Association, to its credit, has been holding seminars on labour reporting in various parts of the country, and has asked union PR people to give some constructive suggestions for improving the quality of labour news coverage.

At one of the seminars I attended, I offered the following five suggestions.

1. Develop a better sense of the importance of news about labour-management-government relations in Canada. I get the impression that developments on almost every other front — politics, sports, education, crime, medicine, law, etc. — are ranked on a higher plane of newsworthiness than labour events: with one exception — when violence is involved. The average news editor's concept of a good labour story is one where a company vice-president gets bashed on the head by a picket sign during a strike. That, of course, is not a labour story at all, any more than a bank robbery is a story about banking. It is an event that is incidental to the real story: which is the strike itself and why it began, and what its effects are on the participants and the public.

Labour relations directly affect seven or eight million people in Canada — the unionized workers and their families — and indirectly almost everyone else. Labour rela-

tions has to do with the way our national income is distributed, with the attendant inequities, with inflation, with the introduction of wage controls. It should be given more attention and space than it has been up to now by the daily papers — most of whom still don't have a full-time labour reporter.

2. Allocate more space for labour stories.

I would go so far as to say that there should be assured space for labour news. After all, business news gets assured space. Most papers set aside several pages — and some complete sections — for news of interest to businessmen. Labour news occasionally gets included on these pages, but only because the editors presume it will be of interest to business people. News about government activities, although not assigned a special section of the paper — also gets a high priority, as does sports news.

But labour news, unless it is sensational or controversial, is not considered worthy of publication simply because it may interest unionized workers. It is thrown into the hopper with all the other copy, including the CP, AP and Reuters wire stories, and is seemingly judged in competition with them, on the basis of which is most likely to appeal to the hypothetical little old lady in Moose Jaw. If the issue is sufficiently fat with advertising, the labour stories may be found by the most assiduous readers tucked around the ads on Page 67. But if it's a lean issue, forget it.

3. Find a promising young reporter with a deep interest in labour relations, and leave him on the beat after he develops the necessary contacts, expertise and experience. There are, believe it or not, enough

potential Wilf Lists on media payrolls to give every major daily in the country, and every major radio and TV network, the same high calibre of labour news coverage as *The Globe and Mail* alone now boasts. All that's needed for the care, feeding and flowering of these seedlings is the desire of Canadian publishers and broadcasters to improve their coverage of labour affairs. New labour reporters should be allowed a minimum of two years to mature, and then encouraged to make the labour beat a long-term — preferably a lifetime — career.

4. Trust an experienced labour reporter's judgment. Allow for his natural bias in favour of his own copy, but assume that he has a better idea of the importance of a labour story than the editors have. Within reason, heed his suggestion of how the story should be handled, and where it should run. Don't rewrite his copy. If it has to be cut, consult him on what can safely be dropped without distortion. I don't think these are unreasonable concessions to make. I think, on the contrary, that this deferral to the reporter's judgment is essential to the achievement of a consistently high level of labour reportage.

The labour beat...by far the most difficult to cover

5. Do more in-depth interpretive, analytical, background stories on labour matters. Back up your labour reporter with a labour columnist. Of the five W's, the who, what, where and when can be

adequately conveyed in the news columns. But the why (and the how) cannot. That is why we have political columnists, economic and business columnists, sports columnists, health columnists — even bridge, chess and philately columnists. But how many full-time labour columnists do we have in Canada? I do it on a part-time basis. Some of the top labour reporters, such as List and George Dobie of the Vancouver *Sun*, do an occasional opinion piece. But the answer is that we don't have a single full-time labour columnist in this country — a vacuum that, in my view, is little short of scandalous. No wonder Canadians generally are such labour illiterates.

If I had to sum up my constructive comments on Canadian labour reporting in one sentence, it would go like this: The publishers and broadcasters of Canada have the resources to improve their labour coverage, but they lack the will to make use of them. That desire, of course, has to be preceded by a realization that there is a deficiency in need of correction. Most publishers and broadcasters are so ignorant of the world of labour that they are completely unaware of how bad their coverage of it really is. They may be inclined, because of my association with the labour movement, to deny my critique any merit, and to dismiss my suggestions as unwarranted or motivated by self-interest.

All I hope is that at least a few of them will reflect on the quality of their labour coverage, look into it independently, and seek the views of their own labour reporters. If they do, they may agree with me that there is ample room for improvement. [g]

The role of the media in industrial relations

by Wilfred List

It is undoubtedly a reflection of the increasing recognition of the importance of labour-management relations in today's society that the role of the media in reporting on industrial relations is coming under closer scrutiny than at any time in the past.

Labour reporters themselves — and in my view the term labour-reporter is a misnomer because the role is one that is much broader than merely reporting on labour — are themselves analyzing, probing and criticizing their performance.

The media has a key role in today's society, all the more so because of its increasing complexity and the difficulty the average citizen has in understanding how decisions are arrived at that affect their well-being and that of the country. It is axiomatic that the role of the newspaper is to exercise its facilities for the purpose of disseminating news and opinion (limited to the editorial page and signed opinion columns) in a responsible and authoritative manner. And indeed, that is one of the points made in a recent proposed code of ethics for newspapers in Canada.

The overriding responsibility, as the code suggests, is to the readers; and newspapers can only keep faith with them by presenting the news comprehensively, accurately and fairly.

The proposed code suggests that fairness requires the balanced

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presentation of all relevant facts in a news report, and of all the substantial opinions in a matter of controversy. It precludes distortion of meaning by over- and under-emphasis, by placing facts or quotations out of context, or by headlines not warranted by the text.

To rely again on the draft code, sound practice makes a clear distinction for the reader between news reports and expressions of opinion. Articles devoted to analysis, opinion or advocacy should be clearly recognizable as such, and they should be subject to the same standards of accuracy with respect to facts as news reports.

The newspaper should provide for expression of disparate and conflicting views, including those that disagree with its own editorial policies. It should explore and give expression to the interests of minorities and of the less-powerful elements in society.

These are ideals, they are guidelines for all reporting, whether it deals with labour, management, science, politics, environmental issues and the host of other matters that capture the attention of the

media and the interest of the reader.

If those of us who cover labour-management relations adhered to these principles, and those who edit the newspapers (I'm not talking about the publishers or editors), the working deskmen and desk editors, followed those precepts, labour as well as other reporting would meet the ideal.

Unfortunately, most newspapers — and there are many honorable exceptions — are far from matching the suggested code. A few fail because of deliberate prejudice — but these are rare cases. Most miss the mark because of the inadequacies of reporters and deskmen, or distorted priorities by the newspapers. The ever-present squeeze on news by space limitations that lead to chopping of stories is also a factor, as is the news judgment of those responsible for allocating space for any given story. And these are the people who sit at the news desk and deal with the tremendous flow of copy that comes in every day.

In covering a field with such wide variation in the quality of newspapers and with so many papers, large and small in North America, it is impossible to generalize; in fact, it would be presumptuous to do so. I have access to only a limited number of papers, but I do know many of my colleagues in the field, both in this country and the United States; I am familiar with their work

and abilities, and to some degree with their feeling about the treatment of their stories by their papers.

Let me deal first with one general question; whether deserved or otherwise, labour's public image is at a low point, partly because of strikes in the public service. There are some who would blame this on the conspiracy theory; on the capitalist prejudices of the owners of the papers. That may be true in a few rare cases — and I'm not familiar with any specific one to single out any papers. But to those who feel that this is the general practice, let me dissuade you. The day when a newspaper publisher dictated what goes into the news pages, as distinct from the editorial pages, is long past in this country.

But that doesn't mean that either labour or management necessarily receive adequate treatment in the news media in the area of industrial relations, or that newspapers are doing an adequate job in reporting the wide spectrum of work-related issues; from collective bargaining to industrial health and safety; from the technology of work to the new developments in fringe benefits; from the emergence of public sector employees as the new force in labour to the problems of organizing the unorganized, and the relationship between wages and profits.

I plead as guilty as anyone to the inadequacies in covering all these and other issues in detail and depth. The problem is that those of us covering the labour relations field are spread too thin. But on many newspapers, mine for one, the business section deals with some of the subjects sometimes put aside by a hard-pressed labour reporter.

Some newspapers do a better job than others. Without wanting to

take personal credit, I think *The Globe and Mail* is among these papers. And at the bottom of the list, in Canada, perhaps in the United States, if the Canadian track record is an example, I'd list the newspapers owned by Lord Thompson of Fleet. Quality requires a willingness to put money, time and manpower into the news reporting process. I'll say no more.

...those of us covering the labour relations field are spread too thin

But there are other factors. A newspaper that doesn't stint on money may not think labour-management news is exciting enough to sell its product. So labour news may be of secondary importance even though recent surveys showed interest in labour and business news was greater than in sports. I don't always agree with the news judgment my editors place on all the stories I write; but that is their responsibility and is on their professional conscience.

Marc Zwelling, a former labour reporter and a public relations representative for the United Steelworkers of America in this country, put it well when he wrote recently in *Canadian Welfare Magazine*:

"Labour is a difficult field, with its own argot, politics, history and nuances. What the public sees, reads and hears is the result of too few reporters with enough time to learn what they're covering. The result is superficiality, not only in labour-management issues, but in a host of other issues."

Zwelling conceded that some reporters and news executives worry about this, too. But they

perceive audiences responding more to action and conflict than to in-depth reporting. And he suggests that an obsession by the media with strikes as the only legitimate labour news means the public gets a distorted view of what's happening in union-management relations.

I can't disagree with Zwelling's general thesis; but at the same time neither can I accept the view that because 95 per cent or 90 per cent of contracts are arrived at without strikes, though not necessarily without strike threats, that the media is presenting a distorted picture of labour by not placing the emphasis in these cases.

The economy today is so interdependent that a strike in one sector can have a domino effect in others; a strike in a parts plant can shut down a large automotive assembly plant, putting thousands out of work; strikes in the public sector affect tens of thousands, perhaps several million citizens, as in the case of a municipal strike. Without passing judgment on the merits of the strike, it is a matter that requires adequate, comprehensive and intelligent reporting. To do so is not because of an obsession with strikes. Many strikes reported in *The Globe and Mail* are treated routinely in one-paragraph stories in the paper's business section, under the heading "strikes and settlements."

...another barrier to overcome in reporting news — the mediator

And so I get a little tired of hearing the complaint that 95 per cent of contracts are settled without

strikes, while the emphasis is on strikes. Of course peaceful relations should be newsworthy, but unhappily, warfare overshadows the long-term peaceful state. Peace in the Middle-East would be big, headline news, once achieved; but a continuing state of peace once the warring parties decide to live in peace could hardly be expected to make the news on a regular basis.

And the same is true in labour-management relations. Recently at *The Globe and Mail* we gave large-headline prominence on the front page of the business section to an agreement by a union and grain elevator companies on the West coast to submit their differences over a new agreement to arbitration. That was a peaceful development; a major step toward peace in an industry plagued by strife that had held up wheat shipments to our customers abroad; and happily the story got the treatment that it deserved. So we do look for positive developments as well as those related to strife.

...peaceful relations should be newsworthy...but a continuing state of peace... could hardly be expected to make the news on a regular basis

So much for criticism of the critics who complain about the emphasis on strikes. They have a point if the papers ignore all other facets of labour news; labour's role in the community, its part in expanding social and welfare horizons, improving pensions, bringing about earlier retirement, exposing indifference to the environmental hazards in the work place. Many papers do just that — by failing to recognize

that unions are more than generators of discontent, extracting all they can from the economy.

But the press also has a role to expose the darker side of unions, where it exists; not all union leaders are paragons of virtue; there are the few who are venal or corrupt or dictatorial, or just plain incompetent; and they deserve to be exposed. Not all union positions are taken in consort with the angels; not all strikes are meritorious. It's not the job of the reporter to editorialize on these deficiencies, but to report the facts; but too often over-sensitive union leaders who are themselves dedicated men resent having these flaws brought to light.

Equally shady practices could be found in business; some are coming to light today, rather belatedly, and I think more business reporting should be directed to investigating business ethics.

It is encouraging that increasing numbers of newspapers are assigning reporters to labour reporting as their specialized field. The quality of reporting is improving especially on the metropolitan papers in Canada and the United States, if not on the smaller papers. But that doesn't mean that it is improving fast enough and on a wide enough scale.

The concerns of those who cover labour today go beyond the simplistic coverage of labour-management disputes. They encompass labour's political role, its internal rivalries, and the emergence of the public and white-collar and professional sectors as the new militants in the trade union movement.

Here, in Canada, of course, we have been preoccupied in recent months

with the effects of the federal government's wage-price controls on collective bargaining, and that has been almost a full-time job.

Labour reporters must be concerned with reporting on and explaining the impact of labour legislation that keeps changing with developments in labour and public opinion. The task becomes more complex each year; it is certainly not an occasional assignment for novices with no background in labour relations, its history or terminology. But too often that's precisely what happens on the smaller newspapers.

Lane Kirkland, secretary-treasurer of the AFL-CIO, had a point when he said that reporting of economics is inadequate and that improvement in that area would also improve reporting of collective bargaining.

But I have a feeling that Mr. Kirkland would like to see advocacy reporting; and I for one do not think that is the function of the reporter. The same result is often achieved by reporting the facts. If you expose sweatshop conditions as one of the Montreal newspapers did so excellently in a series some time ago, it should in itself lead to a correction because the facts speak for themselves. There is no need for polemics in this case.

However, I do agree with Mr. Kirkland's criticism of the stereotypes applied to labour bosses: big labour or such other clichés as "powerful union," when they are not material to the story, and are, in fact, erroneous.

Today's reporting by labour specialists, no matter what their shortcomings, is for the most part professional and dispassionate. But there are pitfalls for the unwary. Both labour and management obviously want to put their position in the best light and neither is

above stretching the truth or exaggerating, whether it be unions embellishing the terms of a settlement for the consumption of their members, or attempting to portray their members as slaves to their employers, or management attributing non-existing motives to a union in an effort to undermine its position.

In disputes affecting the public sector, reporters have special responsibility to be accurate, fair and objective, not to feed their prejudices into the stream of print to influence public opinion. Because if there is one area where labour-management reporting has a potential for affecting the outcome of a dispute it is in the public sector where vital services or those affecting public convenience are concerned. It is here that the public is entitled to in-depth reporting of the issues and positions of the parties so that if the members of the public are inconvenienced they may have the information to make up their own minds as to who is responsible, the union or the public employer, or both.

...the press also has a role to expose the darker side of unions

One of the basic handicaps in reporting labour news is the lack of understanding on the part of both unions and management of the functions of the press. Management often tends to forget, and the same may be said of unions, that it is the function of the newspaper to report the news and not to try to make judgments. In doing so, the reporter tries as far as possible to give both sides of the story. If, from time to time, the reporter fails in this regard, management and

unions must assume some of the blame for being uncommunicative.

Unions in the past have generally been more open than management in dealing with newspapers during labour-management disputes. But reverse the role — put unions in management's seat as an employer — and it's almost amusing to find how quickly the normally communicative union official draws the curtain on the union's affairs. That's happened on several occasions to me — one very recently.

Negotiations deal with highly complex matters today and for every failure in understanding by a reporter there is usually a corresponding barrier to understanding thrown up by the company and/or union.

Often the company and the union refuse to talk to the reporter until it serves their purpose. Just as often the two sides use the press for tactical purposes of self-promotion. One can't fault them for that: but understandably the reporter must be a little skeptical at times and must guard against being used. But a company or union that opens up only when it sees some advantage to be gained for its position not only bars the flow of information to the public, but it also distorts it.

Both sides often try to keep the content of their talks out of the public eye. Anyone with a modicum of experience in labour relations would agree that today's complex negotiations with their intricacies and manoeuvres can hardly be conducted in a glass house with open mikes. But as one with strong feelings about the public's right to know and the responsibility of the press to report the news accurately and fairly, I suggest there is need in many collective bargaining disputes for more frank and straightforward dealing with the

media. But in many critical disputes there is another barrier to overcome in reporting the news — the mediator. He may be a figure-head or play an important part in a settlement. But whatever his role, when he enters the picture he usually has responsibility for providing information on the nature of the dispute.

His explanations or assessments can have a significant bearing on the public attitude toward the bargaining situation and on the public awareness of the possible implications that might derive from either a strike or a settlement. But unfortunately, there is a tendency by the mediator to impose an immediate blackout on the news. It is almost a reflex action without any consideration of the value of a news blackout. There are times when a news blackout is reasonable but too often this is not the case.

What happens is that the public — in a dispute that touches on the public interest, or in one affecting a large number of employees — can often be misled into thinking that some material progress is being made when there is no perceptible advance to a settlement. If it were evident that day by day the parties were doing little meaningful talking, there might be some pressure on them to get on with the job of negotiating an agreement.

It's my opinion that a vast amount of information concerning the background of a dispute, the reasons for the problems and their nature can be communicated to the reporters without jeopardizing the success of negotiations.


Not all disputes, of course, warrant the same coverage. A conflict between a union and management in a small community is obviously of more importance to that community than a similar conflict would be in a larger city. And the media will

respond differently in their interests and search for news.

These are difficult days in industrial relations and in the reporting of those relations. While issues become more complex and require more space to explain, the competitive demands on space in the paper from politics, environmental

issues, science, medicine and other specialties, as well as the normal run of news from wars to cultural events make the task of the industrial relations reporter and his paper more difficult in carrying out their responsibilities.

We are all some way from the millenium in the reporting of

labour-management news. But I think we are on the road to the goal of better reporting. 

The foregoing is condensed from an address to the second International Conference on Trends in Industrial and Labour Relations, held May 24 to 28 in Montreal.

Reaction to Wilfred List's observations

The observations by Wilfred List, veteran labour reporter for *The Globe and Mail*, on the role of the media in industrial relations, drew a mixed reaction during a panel discussion at the International Conference on Trends in Industrial Relations, held in Montreal, May 24-28.

In addition to List, the panel members were Louis Aronin, deputy director of the Office of Labor-Management Relations in the United States Civil Service Commission, and Neville Hamilton, director of public relations and executive assistant to the president of the Canadian Paperworkers Union. Chairman of the panel — one of several on public sector bargaining — was Jean Sexton, professor of manpower policies and programs at Laval University's Department of Industrial Relations.

The strongest criticism came from Aronin whose concern was not that reporters distorted fact purposely but that he believed they had an obligation "to fill so many seconds of time on television or so many lines in a newspaper." Hence the need to produce a story became paramount "without any concern for what impact that story could have."

"So we get stories based on 'half facts'," Aronin complained. "Why,"

he asked, "must news be presented when it is speculation about a settlement? Would it not be preferable to wait until the settlement has been reached? Sometimes the parties have a good reason for not making their bargaining stance public, and sometimes speculative stories result in a settlement being rejected instead of being ratified."

Aronin also wondered to what extent reporters are responsible for the "poor opinion people have of public employees." Reporters write about "disruptions and about people retiring early and getting too much money," but they do not write about the activities of the rest of the public employees "because this, unfortunately, does not sell papers."

"The reporter has a job to do, and his attitude is the public be damned and union and management be damned," Aronin contended. "This will fill so many lines of space and I will get paid for it." And he asked whether some kind of accountability isn't needed for reporters since "obviously the laws governing libel and slander will not suffice." List, however, denied emphatically that news reporters were required to file a story every day or to meet a quota of so many lines of copy.

Hamilton agreed with most of List's statements. His "general fault" with

newspapers, however, was that most of them would not provide the time and manpower needed for "comprehensive" coverage of industrial relations.

"Reporting of industrial relations would benefit from more thorough coverage of the economic issues involved in a dispute," Hamilton argued. "There is little analysis of why unions — whether representing public employees or workers in private corporations — take certain positions.

"Most newspapers expect that the police reporter who is competent to chase fire trucks and count bodies is equally capable of moving on to report the issues in a strike.

"The industrial relations story rarely gets the treatment it deserves. We don't get the background of disputes, the history of industrial relations in the plant, whether there was conciliation or mediation, or how the union wage proposals were arrived at.

"What does the new contract and the employees' improved purchasing power mean to the community? What price increases will follow the settlement and what is the labour content of those increases? These are the kinds of answers not normally provided by the media."

Hamilton complained also that strikes usually brought industrial relations to the attention of the media but that greater effort could be devoted to the peaceful resolution of industrial disputes. For example, he said, the media did not do a very good job of reporting the way the anti-inflation program had affected collective bargaining.

He also mentioned the difficulties that the time limitations of radio and television place on reporters who try to tell a comprehensive story about labour relations. He complained that coverage of the recent paperworkers' strikes, with a few exceptions, "was a long way from the kind of good, solid coverage that List describes."

List agreed that there should be more balanced coverage of industrial relations: "I can't defend newspapers as a group. I accept the fact that there are a lot of lousy newspapers and a lot of lousy reporting."

"The industrial relations story rarely gets the treatment it deserves"

But he disagreed with Aronin's claim that a reporter should wait until a collective agreement is presented to the union membership before reporting it. List felt the reporter had a responsibility "to get the story out even if the parties want to suppress it — a responsibility to the general public and also to the union's membership."

"And it may be good if this results in public pressure that feeds back to the bargaining table."

Nor did List agree that getting a settlement into print necessarily led to its rejection: "Silence and delays give the militants in a union

opportunities to argue for the defeat of a settlement."

In this, List drew support from Hamilton who said his advice to his union normally was to announce the details of a collective agreement as soon as it has been reached: "Otherwise the media will speculate, our members will get rumours and distortions, and we'll be in a worse mess."

Hamilton was particularly upset by one newspaper's coverage of the CPU reaction to British Columbia legislation ordering striking paperworkers back to their jobs last year.

"At a meeting in Vancouver, delegates from all the locals involved agonized over their responsibility in the face of the law," he said.

After a discussion that ran from 8 p.m. until 4 a.m. the next day, they decided the law should be obeyed. On Friday, one Vancouver newspaper flared the story: 'Union bosses order workers back to jobs'.

List also stated that *The Globe and Mail* did give "peaceful settlements" prominent coverage when they were "newsworthy," pointing out, for example, that a United Auto Workers major pattern-setting settlement got front-page attention. He also noted that *The Globe and Mail* gave an eight-column head to the longshoremen's settlement in Toronto, "and two or three weeks later there were wildcat walkouts — after the agreement was signed."

One of the speakers from the floor, Gilbert Levine, research director for the Canadian Union of Public Employees, was critical of news blackouts during negotiations. In public sector bargaining, the public has a right to know. If the public — whether union members or other taxpayers — don't know what is

going on, this could slow down pressure for settlement.

"However," he cautioned, "we don't favour public bargaining. It is hard to move from a position taken in public. It puts rigidity into bargaining."

"They don't have the time or the resources to do much research"

Aronin expressed the view, however, that the people's right to know could be achieved after the settlement was reached — "and in public service bargaining the voters can remedy the situation in the next election."

He also said it was sometimes part of bargaining strategy for the parties to put out information "having no resemblance to what is really going on in negotiations... and sometimes this is done with the consent of the mediator."

List countered that if he was sure that what was being said publicly was contrary to what was going on behind closed doors he would not print the public statement. He was generally skeptical about public pressure affecting negotiations. However, while it did not influence the parties, it did influence politicians: "A government may discern that there is an acceptable mood for government intervention to impose a settlement."

List also doubted that editorial pages were read by many people or had much influence on the public. "Columnists probably are better read," he said.

From a floor microphone, Ted Weinstein, former editor of *Teamwork in Industry*, a Labour Canada



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shane

periodical, defended busy reporters who covered industrial relations: "Newspapers are produced every day," he said. "They don't have the time or the resources to do much research." Weinstein, now an information officer with Environment Canada, suggested that industrial relations people, who knew the ins and outs of negotia-

tions should visit their local newspapers and see what went on. It is unfair of them "to expect journalists to know what you know with the limited time and resources available to them."

List agreed. It is a "marvel" that on a late-breaking major story, "a reporter will produce three columns

of copy between 4 p.m. and 6 p.m. while a company may take three weeks to have a researcher turn out four pages of paper."


"Reporters make mistakes," he said. "But to the best of our ability most of us are trying to do an honest job."

Panel chairman Sexton, asked panelists to discuss the role of the electronic media, and particularly whether they were "forcing newspapers to find a new function and devote more space to analyses of industrial relations situations."

List said he felt television had helped create more interpretive and background reporting in newspapers, and he found a noticeable trend to this. But he didn't think much of TV itself "as a purveyor of in-depth news."

Hamilton agreed that TV news normally can't do in-depth reports because of its time limitations, but he said sometimes public affairs broadcasting could.

Asked to comment on Quebec's French-language media, Sexton said it suffered from a "large turnover of journalists on the labour scene." He found Quebec journalism much like that in the rest of the country, except that the province had more "advocacy journalists, including Marxist journalists." He also found that French-language newspapers devoted a good deal of space to background and interpretive reporting of industrial relations.

Hamilton said he felt "more gratified" by coverage in French-language media than in English-language media. He had particular praise for *La Presse* and the work of its labour specialist, Pierre Vennat. 

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Labour reporting in Canada: too much expected of too few

by Roy LaBerge

The best way to understand the labour movement is to get involved in it. The next best is to read *The Labour Gazette* and several union periodicals. The worst way may be to accept unquestioningly the image of labour presented by the news media, particularly in smaller communities.

Labour reporting, like sports reporting or drama criticism, is a job for specialists, and only a relative handful of news media in Canada either engage full-time labour reporters or leave them on the beat long enough to learn how to do their job well.

These opinions emerge from a series of interviews with some of Canada's best informed readers of labour news: union leaders and union public relations officers.

"People get a picture from the news media of a labour movement but not of *our* labour movement," is the way L.H. Lorrain, president of the 55,000-member Canadian Paperworkers Union, described labour coverage. Lorrain squarely blamed newspaper publishers for this situation, saying they don't hire enough specialists in labour reporting.

"Newspapers run several columns of stock market quotations, of interest to only a minority of their readers, but they devote relatively little space to the results of collective bargaining, which involves 40 per cent of the Canadian people," he complained.

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Like most other Canadian labour leaders, Lorrain praised the work of the country's few full-time labour reporters, but said there aren't enough of them.

Joe Morris, president of the Canadian Labour Congress, had a similar observation: "Full-time labour reporters usually know what they are doing. But sometimes you get young reporters who already know the answers they want you to give them, and as they question you they try to make you give those answers no matter what you really say."

But he wasn't too concerned if newspaper readers and broadcast audiences didn't get an accurate picture of organized labour: "What matters is that our own people know what's going on."

CLC Secretary-Treasurer Donald Montgomery agreed with Morris that full-time labour specialists generally cover labour well, but he saw a problem of "domination of the labour beat" by *The Globe and Mail's* Wilfred List. "Some papers won't cover anything unless List says it first."

Another problem, said Montgomery is that the full-time reporters are

concentrated in a few major cities and people in smaller ones do not get good coverage of labour in their news media.

Grace Hartman, president of Canada's biggest union, the 220,000-member Canadian Union of Public Employees, said she had few difficulties with the regulars on the labour beat. "But so many other reporters interview me and they don't know the first thing about the issues," she said. "I have to tell them what happened from the beginning. I think the biggest problem is lack of understanding by reporters."

Labour reporting...is a job for specialists

Claude Edwards, recently retired president of the 140,000-member Public Service Alliance of Canada, echoed that complaint: "Sometimes a reporter is sent to cover a story on union-management negotiations and doesn't have the faintest idea of labour relations. Talk to him about a conciliator or a mediator and he doesn't know what you are talking about."

Terry Meagher, secretary-treasurer of the Ontario Federation of Labour, also praised the regulars on the beat but damned the "lack of awareness" of most other reporters: "The handful of full-time reporters who

know the labour movement because of long experience on the labour beat are doing a credible job.

"But we need more labour specialists. Not every reporter can cover labour, just as not every reporter can cover other specialist areas like sports or entertainment. Sometimes you watch television and see two minutes' coverage of a day-long meeting, such as a CLC convention. The two speakers quoted are supposed to represent all 2,300 delegates but too often they are only chosen from the 10 on the far fringes of the convention.

"These reporters are like other Canadians outside the movement; they just don't understand it. I visited some schools in Ontario and asked how many students knew about the 1976 Windsor teachers' strike. Most of them put up their hands. But there was no teachers' strike in Windsor; there was a lockout."

During the OFL's Queen's Park demonstration against the anti-inflation program in the spring, Meagher said, he visited Ontario Liberal leader Robert Nixon. "He was surprised to learn labour had policies on health, welfare, housing, education, pollution and other social issues," Meagher observed. "He thought we were interested only in wages, hours of work and vacations."

...many newspapers don't leave reporters on the labour beat long enough to learn their job

Meagher found *The Labour Gazette* "better than most" periodicals in covering labour because it "usually gets people knowledgeable in their subject" to write articles. It had

people from both management and labour as contributors, and informed academics, he said, adding: "All people have biases, but I'd rather hear from informed management people, despite their biases, than from uninformed observers."

He was upset by a news media system in which so many news people were expected to become "instant experts" on a complicated, involved subject like labour. And he was critical of much news terminology: Elected officers were called 'labour bosses;' contract proposals became 'union demands,' and hard-won gains by labour were termed 'company benefits'.

"Some reporters think Joe Morris has the power to order all two million workers in CLC unions to go on strike," Meagher said. "They don't know the difference between a union, a provincial federation of labour and a national labour centre. But you can't understand, or report, the union movement if you don't know these differences.

"As a result," Meagher candidly admitted, "I'm always on my guard when I get a phone call from a reporter I don't know."

Meagher holds the view that the best way to know the movement is to get involved in it, an opinion shared by Nelson Porter, research director of the Union of National Defence Employees (UNDE). Porter, too, deplored the lack of knowledge most reporters exhibit about the intricacies of collective bargaining:

"I have to educate reporters in the difference between the provincial labour relations Act and the legislation under which UNDE negotiates — the Public Service Staff Relations Act. We are limited to negotiating wages, hours of work, vacations and items directly related to them.

"By the time I have tried to do that for a reporter, I have lost him," Porter observed with some bitterness.

"Canadians generally don't accept unions as part of the country's economic life"

Most labour public relations people, whose task is to communicate with the news media, are themselves former reporters, well aware of the problems of covering labour news.

Arthur MacDonald, managing editor of *The Canadian Railwayman* and a journalist since the 1940s, felt that the press generally had a bias against unions.

"This amazes me," he said. "Some of them are the sons and daughters of trade unionists and would not have had their university education had it not been for the wage gains made by their parents' union."

MacDonald, who said he finally felt at home when he took on the *Canadian Railwayman* managing editorship in 1968, believes he was saved from that bias by his teachers at St. Francis Xavier University at Antigonish, Nova Scotia, and particularly by the late Monsignor Moses J. Coady.

"They quickly disabused me of any prejudices I may have had," he said. "They taught me the philosophy of the working man; that he was, and is, entitled to a much greater share of the economic pie."

According to MacDonald, reporters, like so many other Canadians, learn their prejudices at home, from hearing their fathers use terms like "God damn unions" and "God damn strikes."

"Canadians generally don't accept unions as part of the country's economic life," he feels. "They hold a 19th century economic viewpoint. Even educated Roman Catholics have never heard of the great social encyclicals, *Rerum Novarum* by Pope Leo XIII and *Quadragesimo Anno* by Pope Pius XI, which endorsed the right of workers to organize."

To get a true picture of unions, "read hear and see everything in the media with a healthy skepticism — and read the labour press for balance."

MacDonald, too, complained that many newspapers don't leave reporters on the labour beat long enough to learn their job: "I've trained three good reporters in Montreal, and they've been shifted away from me."

"And even when you get knowledgeable writers, you sometimes run into the problem of broken down reporters on the newspaper desk penciling an expert reporter's copy and writing misleading headlines," he added.

MacDonald's view of anti-labour bias on the part of many reporters was supported by John Clark, who had nine years' experience in broadcasting before he joined the CLC as

assistant director of public relations in 1974.

"All I knew about labour was that you couldn't trust it," he said. "The bias is there, no matter how you try to be objective, but as people become more experienced they become more objective."

Clark said he doesn't think the labour movement has the right to demand coverage with a pro-labour bias, "but it does have the right to demand balanced coverage."

The nature of news itself makes such balanced coverage difficult: "I believe people can have only a distorted view of the union movement because they get most of their news from radio and television. But they are just 'headline services.' This is especially true of private radio, where a 45-second report is considered too long. TV has a little more time, but it can't explain economic or sociological theory in a two-minute news report."


"...the biggest problem is lack of understanding by reporters"

Most labour leaders, while declining to generalize, see much

of the union press itself as doing a good job of getting labour's message across to union members. Generally, union papers have joined wholeheartedly in the CLC campaign against the anti-inflation program, for example.

"What matters is that our own people know what's going on"

But Neville Hamilton, director of public relations and executive assistant to the president of the Canadian Paperworkers Union said the labour press is not the place to go to read criticism of unions: "Labour editors generally feel the place for difference and debate is the convention floor, and the consensus that arises there is what is reported in the labour press."

But the labour press does present the problems of union members in a way that daily newspapers and radio and TV news don't: "Reading the news media since January, 1975, won't let people know why 31,000 Canadian paper workers were on strike for up to eight months. But the reasons are spelled out simply and clearly in the CPU periodical, *The Canadian Paperworker*." 

Labour reporters answer their critics

Labour reporters agree with some of organized labour's complaints about news coverage, but, in turn, argue that unions often create their own problems. The Canadian Labour Congress presented a classic example during its May 17-21 biennial convention in Quebec City.

The day before the convention, CLC president Joe Morris announced at

a news conference that the CLC leadership would present to the 2,300 delegates a document entitled "Labour Manifesto for Canada." It would be "a philosophical statement of the program the labour movement felt was needed to rationalize the country's economic and social problems."

Morris said the manifesto had been approved unanimously by the CLC's

30-member executive council and supported at a meeting of ranking officers of the unions affiliated with the labour central, but he refused to release any copies to reporters until they were distributed to convention delegates the next morning.

He said the CLC was taking every precaution to prevent any copies from leaking to news people, "even doing our own printing."

"We mean to discuss the document with our own people before they read any extraneous comments by people outside the CLC," he explained. "I don't want them coming into the convention telling us what we are saying before they see and hear what we are saying."

Despite Morris' precautions, both Wilfred List of *The Globe and Mail* and Ginny Galt of The Canadian Press were able to file reports on the manifesto's contents. The delegates read them in the morning newspapers on sale in the convention hotels hours before the manifesto was distributed on the convention floor.

They didn't even have to wait that long: Sheldon Turcott had a report the night before on the CBC's national news speculating, accurately though briefly, on the manifesto's contents.

All the CLC succeeded in doing with its attempt at secrecy was to anger the reporters who did not get copies of the manifesto until it was released in the convention press room — after the morning papers were out but before it was distributed to the delegates. The situation fulfilled a prediction made at the news conference by Peter Van Harten of the Hamilton *Spectator*, an afternoon paper: "Tomorrow we'll be scrambling for phones and typewriters to meet an 11:30 a.m. deadline, and we won't do justice to the manifesto..."

Van Harten, a reporter with 10 years' experience, had been full-time on the labour beat for only six months when he was assigned to the CLC convention.

So far, he said, he had received more co-operation from management sources who already knew his work before he took on the labour job. "I think local labour leaders are

watching me to see whether I can be trusted," he commented.

Another relative newcomer to the labour beat, Ginny Galt of The Canadian Press, had already received praise from some union PR people for her work.

She found it a "complicated" beat, but said she preferred dealing with union people than with Parliamentarians: "It is impossible to get a straight answer from politicians; you've a pretty good chance of getting a straight answer from a union person."

She, too, agreed that news outlets don't give the labour beat enough attention: "CP assigned 14 reporters to the Progressive Conservative federal convention but just one — me — to the CLC convention."

Rosemary Spears, who has covered labour for five years for the Toronto *Star*, agreed that it was a complicated field, even for an experienced reporter: "It is most difficult to condense most labour situations into news stories."

Tim Ralfe, an 18-year veteran first with CBC news and later with CTV news and public affairs, says his experience as a political reporter helped him cover labour: "A lot of reporters don't understand that the labour movement is political."

Ralfe found that both management and labour people tried to "use" reporters, but management people usually were better at it because their approach was "more sophisticated."

"Many unions leaders don't know the way we work in news," he observed. "They expect us to take sides. Union people expect that because we drink with them we will be on their side. Management people know better."

But Wilfred List, who has covered labour for *The Globe and Mail* for 25 years, finds that both labour and management lack understanding of the functions of the press, and that it is a "basic handicap" in reporting labour news.

Ralfe said TV reporters have special problems because of the medium they work in. Reports have to be short, and visually interesting. Hence labour's activities in health, education, legislation and safety "don't make news." Neither do the intricacies and politics of the labour movement: "Viewers just don't care."

Sheldon Turcott, who in October, 1974, was appointed the CBC's first full-time labour-management news specialist, said one of his major difficulties involves the "house-keeping" chores of getting reports on the air: filming, editing, videotaping, feeds and other technical aspects of his work.

Turcott agreed that many labour stories were unsuitable for TV because they could not be illustrated visually: "An example of this would be a story on working conditions. It is almost impossible to cover it for TV because you usually are not allowed in a plant to shoot film. If you just do a report talking outside the plant, people are apt to turn their TV set off."

One of the hardest working reporters at the CLC convention was Marina Strauss assigned to cover it for The Montreal *Gazette* after only two weeks on the labour beat.

On the other hand, an Ottawa daily, *The Citizen*, sent its recently-appointed labour reporter, Jim McCarthy, to the convention with instructions not to file copy, but to make contacts and become familiar with his new beat. [9]

A mid-year economic review

by Frederick Stapenhurst

Preliminary indicators thus far reinforce the view that a mild, but certain recovery has been under way in Canada since late 1975. The Canadian national accounts for the first quarter of 1976 show a healthy 2.7 per cent increase (in real terms) in the gross national product. This increase is about what was expected, although considerable concern has been expressed concerning the sources of this growth.

Although production has recently picked up strongly, this has not been reflected in sales, particularly to the consumer, and much of the increase in GNP reflects an increase in inventories at the retail and wholesale levels. Not too much sleep should be lost over this fact, however. Although consumer confidence took a nose-dive after the introduction of wage and price controls, and increases in provincial and municipal taxation, it picked up considerably in March. Moreover, the volume of bank loans has increased rapidly during the past few months — indicating that consumer spending should be buoyant for the remainder of the year.

At first glance it would appear that the most significant development in the economy is the slowing down of the rate of inflation. But the recent mild increases in the Consumer Price Index (at an annual rate of only 6 per cent for the first five months of this year) are believed to be temporary, reflecting a short-

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term drop in food prices (which, in fact, was reversed in May) and hesitation among manufacturers to pass on cost increases due to the uncertainties of the AIB regulations, rather than to any fundamental success of the government's anti-inflation program. As these cost increases are passed on and food prices begin to firm, the rate of inflation will likely accelerate to what is believed to be the current "underlying" rate of inflation in the Canadian economy (about 8-9 per cent).

One of the major areas of weakness in the economy is the balance of payments situation. During the first three months of this year, Canadian imports exceeded exports of goods and services by \$137 million and with a growing trade deficit with the OPEC countries and declining oil exports, the outlook is certainly not bright. Somehow we have to pay for the growing service account deficit (interest on foreign capital) and since trade surplus is unlikely, the pressure for devaluation of the Canadian dollar is expected to increase as the year progresses.

The Department of Finance, in its annual economic review, says productivity declined by 1.5 per cent in 1975 and by 1.7 per cent in 1974. The two-year decline of 3.2

per cent in output per person employed was the sharpest drop in productivity since the Second World War. While it is true that this poor productivity was related, at least in part, to the recession, the Finance Department finds evidence that there may be a trend toward slower productivity growth quite apart from cyclical factors.

This situation is particularly disturbing since it is only out of productivity gains, or from corporate profits, that real wage increases can derive — and Canadian labour has shown no evidence of postponing wage increases because of low productivity. Last year, industrial earnings increased by nearly 14 per cent and in 1974 by nearly 11 per cent. For the first three months of this year, the annual rate of increase was about 10 per cent. In the absence of productivity gains, then, real wages can be increased only at the expense of profits. But profits account for only 13 per cent of national income (against wages, which account for 70 per cent) so there is not much room for transfer, and in any case, it is out of profits that capital investment is funded — and it is increased capital formation which is the key to increases in productivity.

As the Economic Council of Canada recently commented in its labour market study *People and Jobs* (LG, June, p.310), jobs usually emerge following decisions by entrepreneurs to invest in plant and equip-

ment. Each job in manufacturing involves capital stock valued at \$32,000, as an average. The investment per job is \$208,000 in mining and \$483,000 in public utilities.

Obviously, capital of this magnitude will not be forthcoming unless investors have some assurance of a reasonable rate of return. Already, foreign direct investment in Canada is drying up because of the poor productivity performance and current federal government restrictions, while domestic capital investment is low because of low profit rates and the long-term uncertainties created by the anti-inflation program and Prime Minister Trudeau's musings on a "new society for Canada."

Given the relative strength of economic growth recently, and the disturbing structural imbalances in

the economy, it is disappointing that Finance Minister Donald MacDonald's recent budget did nothing to rectify the basic weaknesses in the economy. Basically, he seems to be walking a tightrope between expanding the economy to reduce unemployment (now at 7.5 per cent) and deflating the economy to dampen inflation. But in recognizing the difficult line in trying to remedy both situations, it is almost as if MacDonald has decided to do nothing. Nevertheless, business opinion favoured much of the budget's provisions — particularly the encouragement of oil and gas exploration. The increase in benefits to small businesses and the commitment to hold down federal government spending (even if this is done largely by shifting expenses to the provincial governments). The Canadian Labour Congress is rather more critical of the budget, with

Ronald Lang expressing disappointment that it "does not identify unemployment as Canada's foremost economic problem" and it "fails to redistribute income from the rich to the poor."

In terms of impact on the economy, the budget was largely "neutral," with MacDonald perhaps concentrating somewhat more on the problem of inflation than with unemployment, and relying heavily on the U.S. recovery to pull the Canadian economy out of the doldrums. However, if the federal government is really serious about reducing inflation to 6 per cent by the end of next year, it is likely that the finance minister will have to present a more restrictive budget later this year, particularly if a reviving world economy threatens to undermine Canada's anti-inflation program.

Budget highlights

Effective taxation year 1976:

Limits raised on the amount of profit subject to low rate of tax for small resident-owned businesses. Old annual limits \$100,000, new limits \$150,000. Cumulative total increased from \$500,000 to \$750,000. Maximum annual deductions under deferred-income plans increased about 40 per cent.

Effective May 25:

Temporary tariff cuts on \$1.5 billion imports extended to June 30, 1977. The categories include certain food products and drugs, pharmaceuticals, sporting goods and some hardware products.

Two-year tax write-off extended to cover equipment acquired

before 1980 which enables industrial wastes to be used as fuel source and which produces energy from municipal waste.

Removal of federal sales tax for a number of items which contribute directly to the development of energy sources other than fossil fuels.

To promote resource exploration, all taxpayers regardless of principal business activity can claim exploration costs at a rate of 100 per cent write-off until July 1, 1979.

Capital cost allowance write-off on leased equipment limited to net rental income from the equipment.

Effective July (Anti-Inflation Board):

Amended regulations with regard to profit margin test and removal of approved R & D expense from the list of restricted expenses.

Effective August 1:

Significant increase in the special excise tax on high-energy-consuming motor vehicles to be introduced in four stages between 1976 and 1979.

Effective October 15 (Anti-Inflation Board):

Freeze on dividends will be lifted to permit an increase of 8 per cent in annual dividends. [lg]

Ways to beat the productivity problem

by John Doig

At Stelco's 94-year-old factory in Toronto's Swansea district, an experienced worker this year is turning out 9,600 bolts an hour for the auto industry, on a new \$300,000 machine. That's a productivity gain of almost 200 per cent over last year's rate of 3,500 bolts.

Across town, in East York, the Philips color TV company has dismantled its Chaplinesque assembly line in favor of work benches, where individual operators assemble complete units. Productivity has gone up about 10 per cent.

At Miracle Food Mart's personnel office in Rexdale, employees work as interchangeable members of a team. They persuaded management to abandon traditional job classifications five years ago. Productivity has increased by at least 20 per cent.

In a nutshell, those examples illustrate the three main techniques by which productivity can be boosted — capital investment, technology, and changes in job procedures (either by managerial innovation or worker participation). Sadly, though, they're not typical of Canadian performance as a whole. Productivity — defined here as worker output in terms of the real gross national product — has declined 3.2 per cent in the past two years.

It had been increasing by an annual average of slightly more than 2 per

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with The Toronto Star*

cent in the six years between 1968 and 1973: at that, a not outstanding record in comparison with other Western countries. A recent report of the Economic Council of Canada placed the United States and Canada at the bottom of a list of the West's major industrial countries in productivity growth since 1960, and predicted the trend would continue through the 1970s.

The projected 1970-1980 average annual productivity growth rate for the two North American countries was about 2 per cent — compared with about 6 per cent for Japan, 5 per cent for France, 4 per cent for Belgium, and 3 per cent for Britain.

It bodes ill for our competitive position as a trading nation, and the productivity problem is really at the heart of the debate now going on between the prime minister, the business establishment and the labour movement. A serious national debate is overdue. We're not going to solve much, for any extended period, with our customary piecemeal approach.

For example, Finance Minister Donald Macdonald, in his recent budget speech, said the federal government is studying tax incen-

tives with the aim of improving productivity in the Canadian economy. He said tax incentives are needed to encourage venture capital into the "development of high technology and innovative new processes," which is "one of the best ways to increase productivity."

It can be a counter-productive way, in the long term, however, if it leaves the question of how the profits from this new technology are to be shared to conventional collective bargaining, especially now that it's governed by wage and price controls.

Take, for example, Stelco's Hilton Works in Hamilton, where radical changes were made in the maintenance machine shops, which had become overburdened as the company's steel capacity rapidly expanded. The solution was to invest \$3 million in nine unique machines operated by computers, with retrained machinists at the controls. The new machines are recording a performance improvement of six to one over their predecessors — or a productivity gain of 500 per cent.

Yet while Stelco technologists were planning the changes, visitors from other steel-producing countries were sceptical. "The industry said, 'You're crazy, you can't do it' when we started this," recalls foreman Graham McMillan. "Now they're coming in from all over to see how it's done."

Presumably this is the kind of success story the finance minister is thinking about. But there are far-reaching implications.

Machinists interviewed in the Stelco maintenance shops said that while their job is now physically easier it demands more mental alertness. They must not only be skilled machinists but, to some extent, computer technicians as well. Because their value to the company is now greater, many feel, their wages should be accordingly upgraded. At \$8 an hour, they're doing better than the great majority of Canadian workers. But in other settings, resentment over a perceived inequitable sharing of the gains from technology would obviously reach damaging proportions.

The concept of productivity bargaining — encouraged for several years by governments in some countries, such as Britain — has gained little ground in North America. The notable exception is the auto industry, which has had a productivity factor written into its labour contracts since 1950, along with automatic cost of living adjustments.

Currently, auto workers receive a 3 per cent annual increase for productivity gains, based on national trends in the economy as well as conditions in the industry itself. Union leaders in the industry say the system has worked well for both sides: it's allowed companies to introduce technological changes without crippling resistance from the workers, because they receive direct and visible compensation. Generally, however, both management and labour in this country are suspicious of it.

A main concern of the labour movement is the limit on the amount of corporate information available to workers, especially in an economy,

such as Canada's, with a high degree of foreign ownership. Management tends to fear productivity bargaining will lead to challenges to its traditional privileges as to how it governs the workplace and spends profits.

The concept of productivity bargaining...has gained little ground in North America

A national debate is needed also to tackle the larger questions of industrial organization.

The Philips TV factory in East York can spend all the money at its disposal on new technology, and take innovative shopfloor change to its ultimate, and it will still lose out in the productivity race if has to continue to operate in a hopelessly fragmented market.

A flood of private and government studies — the most recent a report of the Economic Council last year — have pointed up the weaknesses in our branch-plant economy. In short, as the ECC says, we have in Canada a "miniature replica" of the U.S. manufacturing scene. American parent firms have established a proliferation of subsidiaries which compete in the much smaller Canadian market. They are economically inefficient, compared with their parents, because of their much shorter production runs.

For example, one study cited by the ECC concluded that in Canada's industrial structure 15 years ago the domestic market was too small to absorb the output of even one refrigerator or electric range plant of efficient size. Yet at that time the market was served by 10 plants

producing refrigerators and 23 making electric ranges.

The picture in Canadian manufacturing has not changed much since then. The size of the average industrial plant in this country is only about half that of its counterparts in the U.S., Britain and Germany, and smaller than those in countries such as Sweden, which have even smaller domestic markets than our own.

To pay for their inefficiency, branch plants in Canada can raise their prices behind the protection of tariff barriers. They're content, in the majority of cases (Philips' TV factory is an exception) to serve as warehousing and assembly plants for their parent companies.

All of this adds up to a weak manufacturing sector and an unbalanced economy, which Canada has to support by selling off raw resources — a disastrous course if we want to improve our competitive productivity.

There's a remarkable degree of consensus among political opponents when it comes to identifying the root causes of slumping productivity. (Cures are another matter). Chief among them is the weakness of the manufacturing sector, which, examples such as Stelco notwithstanding, is too often characterized by inefficiency and failure.

...the manufacturing sector ...is too often characterized by inefficiency and failure

Ten years ago, about a quarter of the country's non-agricultural work force was employed in manufacturing. Today the figure is about 20

per cent and, according to the ECC, it's likely to be as low as 17 per cent five years from now. Among Western countries, only Greece and Ireland today have a smaller proportion of their work force employed in manufacturing.

As a result, Canadians are, per capita, by far the world's leading importers of manufactured goods, buying proportionately about twice as much as the Europeans, four times as much as the Americans and 10 times as much as the Japanese. We had a \$10 billion deficit in manufacturing trade last year.

...hierarchical decision-making and supervision do not promote the fullest use of human resources

Not only die-hard nationalists blame this sorry state of affairs largely on the miniature-replica nature of our goods-producing sector. It's singled out by such diverse thinkers as the usually-conventional analysts at the Economic Council, renegade Liberal Eric Kierans, and Toronto political scientist James Laxer, reformed one-time guru of the radical Waffle group.

The ECC proposes to attack the problem by smashing down tariff barriers, so our manufacturers will be exposed to tough competition. This exercise, it says, would drive out inefficient companies and bring about the mergers necessary to form strong firms.

Kierans several years ago proposed a similar industrial strategy. In his plan, Canadian-owned companies would be compensated for the removal of tariff barriers by paying lower taxes than their foreign

competitors. This would encourage take-overs of foreign companies by Canadian firms, Kierans reasons.

It's a disturbing notion to others who also want a complete reorganization of Canadian industry.

"You wouldn't be able to tell in advance where the damage would fall," says Toronto economist Abraham Rotstein. "There would be no automatic employment for the workers in industries knocked out by the changes." He advocates rationalization of industry, with the federal government assuring Canadian control through Crown corporations in key manufacturing sectors, and then adjustment of tariff barriers.

Laxer argues on similar lines. "The central thing that's wrong with the Canadian economy — the root of our productivity problem — is the very serious imbalance between productive and non-productive spending," he says.

Canada's labour force has been growing at the fastest rate in the

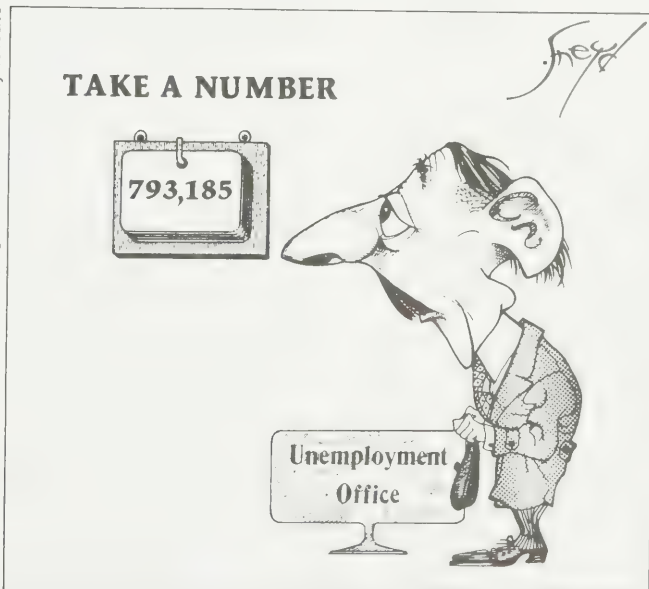
industrialized west. At the same time, the shift of manpower from goods-producing employment to the service industries has been more pronounced than elsewhere.

In the past two decades, about 80 per cent of the country's new jobs have been created in the service sector, where the great majority of Canadians now work, and where we have the most serious productivity problem.

In terms of output per man-hour in constant dollars, productivity in the manufacturing sector increased by an average 3.7 per cent annually in the decade up to the end of 1974. The comparable increase was only 2.7 per cent in private service industries (which don't include the growing government sector of the economy).

The danger signals are obvious. It is imperative, then, in a national debate, to examine the state of our manufacturing sector in the light of an overall industrial strategy and the implications of foreign economic domination.

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But while we are stuck with a Humpty Dumpty service sector, we need to look at ways of improving productivity within it.

Here we are dealing with human resources, and it's not much help to talk about massive capital spending and technological change. We need, instead, to turn to human initiative such as that displayed by the employees of Miracle Food Mart's personnel office in Rexdale, Ontario.

Back in 1969, while the company's parent, Steinberg's Limited, was going through a rapid expansionary phase, the costs of staff turnover, absenteeism and plain boredom became evident. At that time, in the personnel office, there was a separate clerk for each service required by about 5,000 employees. One clerk would answer a store manager's inquiries about hospital insurance, for example, while another dealt with vacation pay, still another with pension plans, and so on.

If one clerk was absent her work piled up, because no one else, except the manager, could do it. A store manager could spend his day making calls to the personnel office, putting separate problems to separate clerks, provided, of course, they were there. More and more frequently they weren't there.

"We had terrific turnover and absenteeism," recalls personnel manager Joy Reese. "I started asking why. I found the girls were completely frustrated because they were doing the same old job day after day and felt they had no real responsibility. So I sat down with them and asked them what was wrong with the office. I asked them how they'd like to work."

From those discussions emerged a team concept. The clerks wanted variety. They wanted to deal with

different aspects of personnel service, instead of answering the same old questions for different people. They felt they could be more effective if they dealt on a continuing basis with groups of people instead of groups of problems.

...while we are stuck with a Humpty Dumpty service sector, we need to look at ways of improving productivity within it

Given the go-ahead, the clerks started retraining themselves in each other's jobs. They accomplished that in nine months, well ahead of the one-year schedule anticipated by management. The changes went into effect in 1971. Each clerk is now responsible for a group of stores. But if she's away, any of her workmates can fill in.

"There used to be a backlog of five or six weeks' work piled up on the desks," recalls supervisor Isa Penman. But once the new system was in smooth operation the clerks volunteered for more work, instead of complaining that they couldn't cope.

Pay rates have increased, but the company is still saving because under the old system the staff would have had to be expanded by an estimated 50 per cent.

Absenteeism last year was down to a respectable 2 per cent, in terms of work-hours lost. If major causes, such as car accidents, were eliminated, it would be under 1 per cent.

Now, there's a change for a Canadian employer — to actually

sit down with the workers and ask them how the place should be run!

Ontario's deputy labour minister, T.E. Armstrong, told an audience of lawyers recently that the old concepts of hierarchical decision-making and supervision do not promote the fullest use of human resources. He said that studies have shown that shared decision-making improves the profitability of an enterprise, and he had kind words for works councils and employee representation on boards of directors.

Similar sentiments have been voiced by federal labour department officials.

But the very words "industrial democracy" generally bring loud protests from the governing establishments of management and labour in this country.

Rationalizing their respective self-interests, they usually resort to the tired old argument that "it can't work here."

It works — albeit with varying degrees of success — in such diverse settings as Yugoslavia, under a Communist dictatorship, in Peru, under a military junta, and in eminently respectable Western societies in such places as West Germany, Sweden and The Netherlands.

Leaving aside, for now, such considerations as good relationships, safe conditions and fair treatment in the workplace, industrial democracy should be part of the national debate for the sake of productivity alone.

For it is here — among the ranks of Canadian working people, and given their tremendous resources of talent, innovation and the will to succeed — that the greatest gains can be made. [9]

Studies on the status of Canadian women

by Jane Burton

Stress experienced by Canadian women caught between publicly-professed standards or ideals and the realities of social attitudes and everyday experience is one of the subjects covered extensively in the recently-released book *Opportunity for Choice: A Goal for Women in Canada*, edited by Gail Cook.

The joint Statistics Canada — C.D. Howe Research Institute study, which constitutes Statistics Canada's contribution to International Women's Year, examines the status of women in the areas of the family, education, the work force, and related public policy. With contributions from economists, sociologists and a lawyer, the book drives home the complexity of what some might erroneously dismiss as "women's issues" and offers many interesting and valuable suggestions as to how our society might remedy some of its labour-related problems. Contributors include Gail Brent, Tom Courchene, Jane Banfield Haynes, Judith Maxwell, Caroline Pestieau, Pierre-Paul Proulx, David Stager and John Vanderkamp.

Turning first to education, the researchers note that the gap between male and female enrolment rates widens as students get older. Thus one finds that more than 60 per cent of all university students are males. With reference to fields of study, the four leading disciplines for women in 1972-73 were: arts 44.5 per cent, education 18.4 per cent, science 11.3 per cent,

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and nursing 4.3 per cent. Women made modest inroads in several of the traditionally male-dominated disciplines in the decade 1962 to 1972; their enrolment in commerce and business administration, for example, rose from 0.8 per cent to 2.8 per cent and in law from 0.4 to 1.3 per cent.

Using data from the 1971 Census, the authors isolated the education level of an individual's parents as being the strongest determinant of educational enrolment, but were not able to pinpoint any variation in this factor's influence based on the sex of the child or of the educated parent: "We found no evidence to support the hypothesis that the mother's education, more than the father's, is an important influence on the education of the daughter. There was no evidence that the converse was true for the son." Such was not the case with some of the other factors isolated: relative to the male rate, female enrolment rose less with increasing family income, while it rose more with declining community size.

The explanations for the variations in male and female enrolment rates offered in the study range from social attitudes on suitable sex-roles to the fact that women have more difficulty finding high-paying summer jobs to finance their

studies. The concentration of women in the four fields of study cited above is also explained by societal pressures together with the reasoning that two of these fields — teaching and nursing — offer the flexibility necessary to accommodate women's movement in and out of the work force. To this observation the authors add: "Whether the occupations innately possess these characteristics or have adjusted to the needs of women remains an open question.

With respect to the inordinately large percentage of women enrolled in arts programs — 13.5 per cent more than males — one may point to an observation made elsewhere in the book "many females are channeled into educational streams that are not market-oriented," which, sadly, is progressively becoming a fairly accurate description of most arts degrees.

"Labour force participation of women reflects motivations ranging from financial necessity to the contribution of a paid job to self-development." So begins the study's examination of women's work patterns, an examination which covers their occupational distribution, earnings, and unemployment rates.

In 1971, the occupations which contained the three highest percentages of the experienced female labour force were: clerical 31.6 per cent, professional 17.8 per cent, and service 15.1 per cent. The

percentage of women in professional occupations appears significant, particularly in that the female exceeds the male percentage by 7.8 per cent, but it is lessened by the fact that most of the females are concentrated in the low echelons of their fields. Further, examination of the leading occupations of the total female labour force holds few surprises, except perhaps that farm work was the seventh largest occupational group for women in 1971; a drop from its fifth-place ranking in 1961.

Comparing the Canadian situation with other countries, the authors found occupational segregation to be fairly universal but that "there is a notable international diversity in the female occupational distribution that appears inexplicable on economic grounds alone."

With respect to earnings, women earn 50 to 80 per cent of male earnings. After adjusting for productivity differences (like seasonally adjusting unemployment rates to make them more palatable) women earn 80 to 90 per cent of male earnings.

Productivity differences stem from differences in education, work force experience and commitment, training, and discrimination. Differentiating between discrimination and the other factors is a difficult task. The crux of the problem being that: "The extent of the differential that can be attributed to discrimination depends on the extent to which productivity differences themselves arise from sex discrimination." However, no matter how one explains the earnings differential related to productivity differences one is still left with a differential of between 10 and 20 per cent. After studying earnings differences by occupation and industry, the authors conclude that the only means to reduce and eventually remove the earnings gap is through

desegregation within occupations and industries aided by a shift to a more equitable sharing of family responsibilities.

To study unemployment patterns among women, the authors used the 1971 Census and the May 1971 Labour Force Survey. The female unemployment rate in the Census was 8.9 per cent while the Survey revealed a 5 per cent rate. The question in the Census was more direct than the one in the Survey, leading to the conclusion: "a more probing question concerning job search activities would uncover a number of hidden unemployed and that women constitute a disproportionate number of the hidden unemployed."

Breaking unemployment down into its various types, women were found to be less affected by cyclical unemployment because of their concentration in the more stable service and white-collar occupations. However, an economic downswing might increase the hidden unemployed among women, while equally it might cause them to enter the labour force to supplement family income. The assumption in both cases being that the woman is married and thus able to fall back on her husband's income when jobs and money are tight and vice versa.

Women are affected by structural unemployment in the sense that they are generally geographically immobile due to preference or the cost of their husband's relocation. Perhaps the best example of this situation — although not wholly related to unemployment — is the banks. Women have been — and to a great extent still are — concentrated in the lower teller and junior desk positions, while men dominate the middle and upper management positions. Bank recruiting policies aside, a major reason for this situation is that

accountants and managers must agree to be mobile.

The third type of unemployment — frictional — affects women to the extent that their inexperience tends to lengthen their job search, but generally they are affected less than men "because their shorter and more intermittent stays in the labour force may not make it as worthwhile for them to search for the most desirable job."

The 1971 Census yields unemployment data by sex, age, education, marital status, occupation, residence and region. Of these factors, the data relating to marital status is the most predictable, while that relating to education is the most discouraging. Marriage increased the female unemployment rate by about two thirds of a percentage point while it lowered the male rate by about five per cent. This is in line with the belief that marriage increases a man's job commitment while implying a lack of commitment for women.

...the family is the key to many of the problems faced by women in the work force

With respect to education, after controlling for other factors, it was found that: "Having a university degree as opposed to an elementary school education or less, did not significantly reduce female unemployment, but did reduce male unemployment." It is difficult not to be disturbed by statistics like this. One explanation, however, might be that the labour market is slow to accustom itself to the growing numbers of university-educated women, perhaps partly because such women are still in a

minority position. Add to this the proliferation of university graduates on the labour market in the last four to five years and the stagnation of employment opportunities for this educated but inexperienced group, and you have a situation which encourages the underemployment and unemployment of female graduates.

The final area of women's activity — the family — is the key to many of the problems faced by women in the work force. In fact, much of the book's discussion of other areas seems to assume that women are married. Statistics Canada data on marriage rates show that in most respects this is a fair assumption. The fact that there has been no great alteration in marriage rates in the last 15 years is somewhat surprising when one considers the number of problems and pressures currently faced by wives and mothers.

Married women choosing to be full-time housewives find that technology is increasingly making them redundant, or at least making them appear so. Further, with the wider acceptance of women working in paid employment there is a greater questioning of the value of housework as a lifetime occupation. In response to these pressures, and influenced by factors such as economic necessity, a healthy economy, and the lack of attractive non-market alternatives, married women are increasingly participating in the labour force. This choice has many ramifications for the woman herself, the family unit, and for society as a whole.

A major result of married women's participation in the labour force is the reduction in the child-bearing or fertility rates. Gail Cook found: "In all age groups, full-time housewives tend to have more children than part-time workers, who, in

turn, tend to have more children than full-time workers." One way of explaining this phenomenon is that for a full-time housewife, child-bearing increasingly becomes a justification of the housewife role.

Another way to look at it is that women who wish to and/or must participate in the labour force are restricting their child-bearing for career or financial reasons. The trend that emerges is that child-bearing is restricted to the 25 to 30 age group which on average, have two children. Another trend of note is that the percentage of childless married women has increased significantly since 1961. Whereas in 1961 26.3 per cent of the 20 to 24 age group and 13.6 per cent of the 25 to 29 age group were childless, in 1971 these figures had risen to 42 per cent and 20.7 per cent respectively, indicating that more women may be opting for unencumbered lifestyles and/or career opportunity and advancement rather than traditional mother roles.

Traditions, however, die slowly, especially when they are related to childbearing. Thus with the increase in the number of married women working, one also finds an increase in the number of mothers participating in the labour force. Comparing 1967 and 1973 participation rates for women with children, one finds that they have increased from 21 per cent to 35 per cent, with an annual growth rate of 8.1 per cent.

Basically, a mother's labour force participation increases with the age of her children, hence, in 1971, 25.4 per cent of women aged 25 to 34 with children less than one year old worked outside the home compared to 56 per cent of women with children aged nine to 10 years. It is interesting to note that 1970 Gallup poll results revealed that 80 per cent of respondents were against women with children working. If

these polls may be viewed as accurate reflections of social attitudes then it is reasonable to conclude that these working mothers are subject to considerable negative social pressure from their fellow workers and families, which results in increased value conflicts within themselves. This stress is compounded by the question of leaving children in day care facilities or with babysitters.

Women generally bear the emotional brunt of the decision to leave children in day care or with "mother-substitutes." They will be blamed or will blame themselves for any real or perceived effect on the child's character. Added to this situation is the widely-held belief that there are damaging consequences to leaving a child in the care of anyone but the natural mother. Gail Cook points out that despite studies proving the contrary, the emotional burden of choosing the child care alternative "is exacerbated by much conventional wisdom indicating that children suffer mentally, emotionally, and even physically when their mothers are employed outside the home."

The researchers used the 1973 Statistics Canada study "Working Mothers and Their Child Care Arrangement in Canada" to analyse the child-care situation. The study subdivides child-care arrangements into four main categories: unpaid care, children looking after themselves, paid-care arrangements, and other arrangements. The findings were that 75 per cent of child-care arrangements for children who are in school full-time fell into the first two categories, while 33 per cent of children attending school part time and 57 per cent of children not attending school were in paid day care. Also of note is that of the 57 per cent of children not attending school who were in paid day care,

only 7 per cent were in daycare centres or nurseries. The author summarizes: "Child care in Canada is characterized at present by a preponderance of private arrangements, often without payment. For the vast majority of children whose mothers are in the labour force, care is custodial rather than instructive in nature."

The same survey that yielded the above statistics also revealed that 40 per cent of the respondents who were not then working wished to participate in the labour force but were deterred by the lack of satisfactory child care. Prompted by such findings the authors examine the current care system and offer several suggestions on how it might be improved.

Legislation alone is not the answer

Government involvement covers regulations on quality standards in day care centres, tax deductions and subsidies. Basically, the study concludes that child care is viewed by governments "as a subspecies of another problem, welfare." Further, the authors express concern that the present policies seem excessively to reflect the needs of the lower income group in their financial provisions while coincidentally endangering this group's ability to participate in the system through unnecessarily high quality standards which put the cost of care above their means. Thus they suggest: "Policies toward day-care centres must reflect a balance that will result in the accommodation of an increasing number of children from various socio-economic backgrounds..."

They also propose that a co-operative day-care arrangement

should be established wherein parents pay for their child's care in time or money, with the whole operation and management controlled by the paid day-care workers. In defence of such a system they argue: "A co-operative day-care centre of this variety would be reliable, would meet the needs of parents working in the home as well as those working in the labour force and at home, would provide flexibility in the form of payment by the users, and would allow some parents to monitor the service directly by participating in it."

Perhaps the greatest strain on married women participating in the labour force is the fact that generally they must carry the burden of household responsibilities in addition to their paid employment. When children are present, the effect is to triple the woman's workload. The researchers found that even where the husband assists with the housework, his tasks are generally more irregular, allowing "more discretion in timing" while the wife's duties are of a more regular or daily nature.


The effect on working women of carrying dual jobs is best summarized in what might be termed the domino theory of household responsibilities: "The division of household responsibilities... influences the labour market choices of women as well as their commitment to the labour force. Commitment, whether affected by home responsibilities or labour force opportunities, influences women's potential earnings, which in turn are an important determinant of the decision to engage in labour market activities."

At the outset of the discussion of women in the family, some surprise was registered at the fact that marriage rates had not altered

significantly given the number of problems and pressures facing married women today. Examination of the divorce rates in Canada during the period 1941-1971 provides the bulk of the explanation for this situation. Divorce rates rose steadily, except for a brief post-Second World War surge, between 1941 and 1968; the general divorce rate more than doubled to 279.5 per 100,000 in 1969 and has increased irregularly, since. In so far as the divorce rate can be viewed as a measure of strain in marriage, it is significant that between 1969 and 1971 the wife filed for divorce in 63 per cent of the cases. What is perhaps even more significant, in divorces where children were involved, women filed in 70 per cent of the cases, with this figure increasing to 75 per cent in families of seven children or more.

In pondering the reasons for the consistent marriage rates, Gail Cook notes that women may fear the stigma of being single more than the problems of marriage. It seems an odd comment that our society continues to cast aspersions on those who choose to remain single while it seems to accept the increasing incidence of marriage breakdown and divorce with its consequent havoc for the participants and their families.

Throughout an examination of the problems and pressures faced by women one finds the juxtaposition of present realities with outdated beliefs or values. The tug of war that this implies for women effectively reduces their options, particularly with respect to labour force participation.

Studies such as the one reviewed here show that ignoring the issue is not making it go away but rather is compounding the stress and frustration experienced by women. Legislation alone is not the answer. 

Britain's unions support wage restraint policy

by John Bank

The Trades Union Congress at a special conference in London committed British workers to a second straight year of strict wage restraint by an overwhelming majority of more than 17 to 1.

The new pay policy puts a 4½ per cent limit on the nation's wage bill. (By comparison delegates last year endorsed a £6 pay limit by only a 2 to 1 majority.) The one thousand delegates took less than three hours of debate before calling for the vote to approve the Social Contract document putting forth the new pay guidelines that will bind the TUC's 11 million members. The policy presented to the delegates in Central Hall, Westminster on June 16, received 9,262,000 votes in favour and only 531,000 votes against. About 840,000 votes — including "positive abstentions" — were uncommitted.

The main unions to vote against the pay restraint were worried about differentials disappearing. These included the higher-paid workers: the white-collar Association of Scientific, Technical and Managerial Staffs (ASTMS), the electrical power engineers, the train drivers (ASLEF), blastfurnacemen, tobacco workers, merchant navy officers, cine technicians, journalists and airline pilots.

Among those who abstained were the railwaymen of the National Union of Railwaymen, the construction workers (UCATT) and the actors' union, Equity.

"This is our reaffirmation. This is

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our commitment, and the world had better understand it," said Norman Willis, TUC's assistant general secretary as he put the policy before the delegates. He wanted all the world to know that the British unions were doing all they could to help stop the nation's economic disorder.

"The policy before this Congress is a demanding one; for some it once again means short-term sacrifices. But what we have seen in these last few weeks is a growing reaffirmation by our movement that making these short-term sacrifices is much more sensible than suffering inflation and unemployment on a scale beyond all our experiences in this country, which would have been the case had Congress not grasped the nettle last year and given a lead with the £6 (limit) policy," Norman Willis said. He credited the TUC with breaking the "vicious circle of inflationary attitudes." Inflation was 30 per cent annually and rising a year ago, but now is under 19 per cent and falling. Willis was standing in for Len Murray, TUC general secretary, who suffered a mild heart attack.

The new pay guidelines for increases will run from August 1, this year to July 31, 1977. They require a percentage increase of 5

per cent on total earnings for all hours worked with a cash minimum of £2.50 and an upper cash maximum of £4 per week. These figures apply to all full-time adult workers — that is over 18, with pro rata payments for part-time workers and juveniles. The earnings increases will be paid as an individual earnings supplement. Each week, employers will calculate a worker's total earnings and add 5 per cent to the result. If the answer is more than £4, only £4 will be added. If the answer is less than £2.50, £2.50 (the cash minimum) will likewise be added.

The guidelines reiterate the practice of a 12-month interval between major pay increases. All other improvements, including non-wage benefits should be kept within the overall pay figure, with special provisions for pension schemes. Everyone with total earnings of less than £50 per week will benefit from the £2.50 flat-rate underpinning. All those on £80 per week or approximately 34 per cent of the working population will receive £2.50; 43 per cent of the workers will receive a 5 per cent increase; and 23 per cent will be affected by the £4 maximum.

The most unique feature of the guidelines is their link to tax relief for individual workers. In April, the Chancellor of the Exchequer, Denis Healey, announced that income tax relief worth about £1,300 million a year was conditional on the TUC's willingness to accept a pay rise limit of about 3 per cent. In May the

Government negotiated with the TUC representatives the pay formula of 4½ per cent approved by the TUC special Congress in June. Although the new formula was more generous than Healey's proposed 3 per cent in nominal terms, it is under much tighter rules and fitted the Chancellor's plan to bring the rate of inflation down to 5 or 6 per cent by the end of 1977.

It was the first time in British history that the shape of the nation's accounts for the coming year was made conditional on an outside organization (TUC) taking a decision that was favorable to the Chancellor's overall strategy.

Hugh Scanlon, president of the Amalgamated Union of Engineering Workers, struck the right chord when he said: "We have to support the general council because we believe the general strategy of the government is correct, with its emphasis that if Britain is to get out of her undoubted economic difficulties, it can only be done on the basis of a viable, efficient manufacturing industry with emphasis on those who make and sell and, if necessary, somewhat less emphasis on those who serve."

TUC chairman, Cyril Plant, general secretary of the Inland Revenue Staff Federation, gave a stern warning to the government that workers must not continue to bear the burden of sacrifice alone.

Lawrence Daly, general secretary of the National Union of Mineworkers, argued that there were important ethical as well as economic reasons for supporting the pay policy. He came to the Congress with a clear mandate from Britain's 260,000 miners who voted a narrow but convincing majority of 53.40 per cent in favor of wage restraint in pit-head ballots. If last year's 34 per cent inflation continued, Daly argued, and coal face workers had

"It is an expression of the national will to defeat inflation..."

been given £100 per week, they would have wanted £134 this year, £179 next year and the year after that £200 would have been a cut in real terms. "Is that really the crazy kind of economic situation that we want to continue to be part of? No."

Jack Jones, the architect of last year's £6 limit, made a special appeal to unions that were planning to abstain or vote against the policy to think again. "Pay policy linked to the price code has brought down the rate of inflation and the objective to have it again is surely right. Every housewife and every working man," Jones said, "knows we must improve our ability to buy with the pay packet."

He praised the tax relief and indicated that the government would be bringing forward proposals on wider matters, such as fuel problems facing pensioners. "They haven't forgotten their social responsibility and neither have we."

He singled out the government's passage of the Employment Protection Act as the greatest progress made in the field of employee protection by any country in the world. "Let us say frankly that it is in our interests to keep the Labour Government in office."

Prime Minister James Callaghan's look to the future is full of confidence for national recovery. "Thanks to the co-operation we have had during the last two years of Labour government, the opportunity for national recovery is here," he said. "Today's decision by the trade unions of Britain, representing 11 million members, comes at the crucial stage in the economic

life of Britain. It is an expression of the national will to defeat inflation, to get Britain on the road to economic recovery and in due course to reduce unemployment. The trade union movement has put the wider needs of the country first. By doing so trade union members themselves have a firmer base for future advance," the Prime Minister said.

TUC leaders, however, know that their own convictions about the absolute necessity for a pay policy go unshared by substantial numbers of British workers. They also know that, despite all the good will in the world, the Labour government will lose popularity with the trade unions over coming food prices, some essential relaxing of price controls (to aid investment and create jobs) and pending public spending cuts.

A third phase of pay restraint does not seem likely. Jack Jones has already warned that it is "not on." A third year running of eroding differentials and a denial of productivity bargaining and iron enforcement of wage limits by the TUC seems out of the question. Jones has already called on employers to end their opposition to planning agreements (a voluntary provision of the Industry Act). He believes that planning agreements should be used as a means to discuss what will happen to productivity and incentives at the end of the pay policy when there would have to be an "orderly return to free collective bargaining."

Facing up to the problem of enforcing the present phase two pay policy, Norman Willis instructed the Congress with these words: "We are going to have to be very precise and honest with our members in making it clear that the TUC will not give support to any pay settlement that goes beyond the pay guidelines that are approved.

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The quality of life in Canadian cities

The relationship between the size of a city and urban problems such as congestion, crime and pollution may not be as close as is commonly believed, according to *Urban Indicators, Quality of Life Comparisons for Canadian Cities*, an 86-page research report published by the Minister of State for Urban Affairs.

Ministry researchers, using statistical data already available from other sources, compared 32 "indicators of the quality of urban life" in 22 cities, dividing them into three categories: social, economic and physical.

For example, social indicators include statistics on juveniles charged, criminal code offences, missing persons, illegitimacy, educational level, public library usage, voter turnout and hospital beds. Economic indicators include average income before and after taxes, housing costs, occupational status, unemployment, participation of women in the labour force, and strikes. Indicators of physical development include housing costs, public transportation, air quality and fire and auto hazard statistics.

The researchers found that Ottawa had the highest average income and the highest "occupational status index" — the drawing power for highly skilled labour — of any of the cities. Toronto had the highest housing costs, the lowest rate of automobile accidents and fires, and the highest participation of women in the labour force. Saskatoon residents used libraries more frequently than residents of any

other city, and St. John's, Newfoundland, had the highest percentage voting in municipal elections.

The Quebec municipality of Chicoutimi-Jonquière appeared most often at the highest or lowest rank under each indicator. It had the highest unemployment rate, the highest proportion of its population living in the province of birth, and the highest average income after adjustment for taxes and housing costs. It also had the lowest rate of criminal-code offences and missing persons.

The study concludes that urban institutions, practices and life styles are so diverse and complex that it is probably impossible to arrive at "one overall indicator of how one Canadian city is performing." It also observes that it is impossible to establish the importance of one particular indicator relative to others: "Is a change in the automobile accident rate a more important indicator than a change in the pollution rate? Frankly, we don't know, so we do not even try to add up the indicators to give an overall quality-of-life figure."

The report's researchers invite readers of the report to assess the 32 indicators individually "and view what you will with alarm or satisfaction."

They also observe that an indicator itself can be ambiguous:

"There are peculiar things about indicators. For example, take the

indicator *Number of Criminal Code Offences per 10,000 population*. A low figure can mean (a) that the crime rate is actually low, or (b) that residents have so little confidence in their police force that they do not bother reporting minor crime, or (c) that what one community reports diligently, such as soliciting by prostitutes, another community does not see as a crime worth reporting, or (d) that the police do not bother recording all the crimes reported. Further, the indicator does not reflect the gravity of the crimes reported; the Criminal Code covers a wide range of sins and all are given equal weight in the indicator."

Why, then, did the ministry publish the indicators? The researchers offer two reasons:

"First, we believe that a large number of Canadians living in cities are curious about the way their community stacks up against others... Further, we believe that a reaction to the indicators is highly desirable, whatever form it takes. If someone proves these statistics are inaccurate, this may show the way to improving their accuracy. If a municipality is dismayed at finding itself unfavourably compared with others, it might take measures to improve the conditions..." In brief, if we are to disseminate information about urban life, we have to make a start. That start has now been made.

With those precautions, it is interesting to note how the highest and lowest ranking cities compare according to several of the indicators:

Urban indicator	Highest	Lowest
Juveniles charged per 10,000 population	Winnipeg (112)	Windsor (8)
Criminal Code offences per 10,000 population	Regina (1,243)	Chicoutimi-Jonquière (286)
Missing persons	London (109)	Chicoutimi-Jonquière (5)
Illegitimacy per 1,000 births	Regina (177)	Hamilton (55.5)
Percentage of young adults with low education levels	Montreal (48.4)	Vancouver (26)
Public library use as measured in book loans per capita	Saskatoon (9.45)	Quebec City (0.33)
Cultural homogeneity measured by the percentage of the population living in the province of birth	Chicoutimi-Jonquière (96.1)	Victoria (45.6)
Hospital beds per 1,000 population	London (14.8)	Sudbury (5.3)
Per cent voting in municipal elections	St. John's (58.6)	Kitchener (32.2)
Average income	Ottawa-Hull (\$6,373)	Saint John (\$5,132)
Average income adjusted for taxes and housing costs	Chicoutimi-Jonquière (\$6,533)	Saint John (\$5,158)
Occupational status index	Ottawa-Hull (8.2)	Saint John (3.7)
Percentage of females in the labour force	Toronto (56.5)	Chicoutimi-Jonquière (30.8)
Unemployment rate	Chicoutimi-Jonquière (8)	Sudbury (4.2)
Annual strike days lost per 100 workers	Hamilton (105)	Saskatoon (less than ½ of 1 day)
Average cost of a new single-detached house	Toronto (\$62,254)	Saskatoon (\$25,645)
Apartments as a percentage of housing stock	Montreal (51.6)	Thunder Bay (21.1)
Per cent of apartment units vacant	Sudbury (5.1)	Vancouver (0.1)
Fire and automobile hazard index	Quebec City (40)	Toronto (14)



Jennings: fact vs. opinion

I feel obligated to comment on Donald Taylor's reaction (LG, June, p. 332) to your news brief quoting some of my figures (LG, April, p. 180). My remarks were made in a sincere effort to shed some helpful light on the impasse that exists among your government, your unions and your corporations about what pay-benefits increases are, or are not, "inflationary."

I am sure that Mr. Taylor's reactions to the news brief were equally sincere, even though, in my opinion, it is he who has resorted to "tiresome and misleading clichés" about the size of aggregate pay and profits, and their relationship to each other. Mr. Taylor's reactions, and the similar reactions of most of the people he represents, are understandable in view of the paucity of irrefutable facts and figures from industrial sources. I am sure that neither he nor members of his organization have ever seen most of these figures. Perhaps they have not seen any of them, even though most of them were published, without being questioned by any union representative, in *The Detroit News*, right across the Detroit river from Ontario.

I pointed out in the November 4, 1975 issue of *The Detroit News* that at no time in the last *ten* years have the employees of all U.S. corporations received less than the 85.5 per cent of the available, divisible corporate income they received during 1966, according to the U.S. Department of Commerce.

They received 89.6 per cent of it in 1975, or the diametric opposite, many times magnified, of the 25 per cent Americans polled by Opinion Research Corporation believed they receive.

Equivalent figures for Canada have not been published, and opinions concerning income distribution in Canada have not been ascertained, but the figures and the opinions in the U.S. are, at least, significant for Canada, where pay-benefits increases are running far in excess of increases in man-hour productivity. It will be recalled that a few years ago, the Governments of Canada, the U.S. and Britain all contended that pay-benefits increases in excess of the 3 per cent plus by which man-hour productivity was increasing annually were, inescapably, inflationary. The leaders of Britain's unions have shown their recognition of this economic reality by *voluntarily* limiting their demands to 4.5 per cent per year, even though Britain does not have such mandatory controls as exist in Canada. British Prime Minister Callaghan has recently relaxed Britain's mild price controls and has appealed to the unions to help corporations increase their profits, in order to attract needed capital for industrial expansion, which will produce more jobs and more exports.

As for the profit margins of supermarket chains and oil companies, some people agree with Mr. Taylor that return on shareholders' equity is more significant than the return on sales. However, most supermarket customers are more

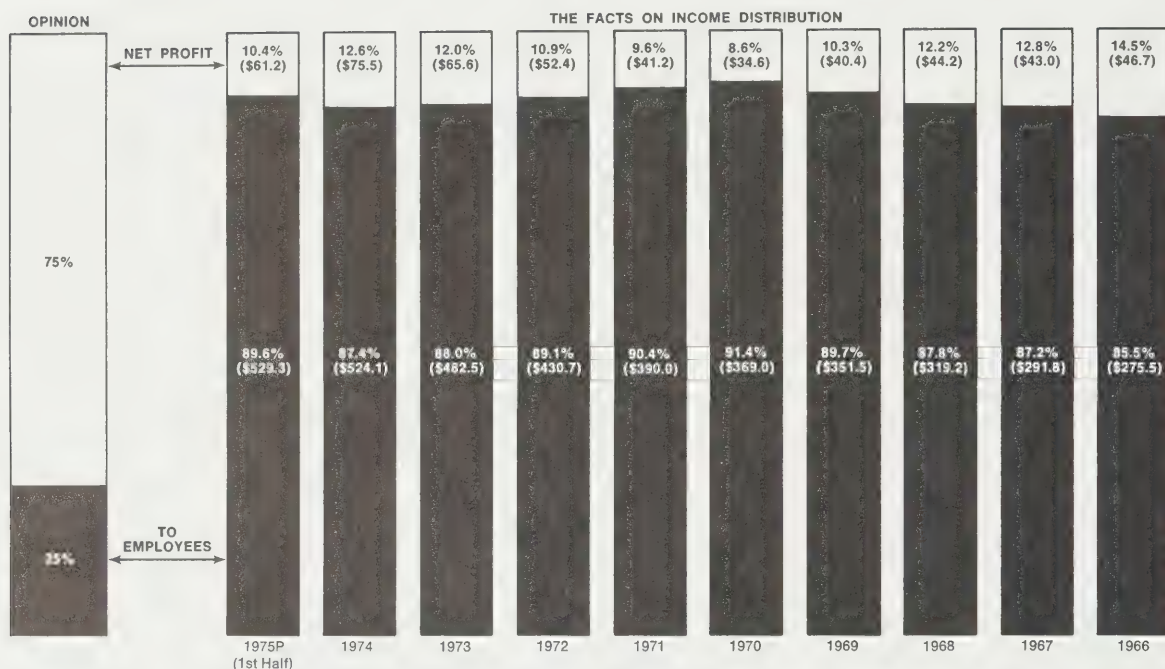
interested in the margin on sales since that is the figure that tells them how much of the dollar they spend for food ends up as net profit for the supermarket. While I am not aware of Canadian public opinion about profit margins, I do know that the disparity in the U.S. between fact and opinion is monumental. Americans polled by Opinion Research Corporation believed companies clear 33 per cent on sales after taxes or over three times the 10 per cent they consider "fair." A Gallup Poll of a cross-section of U.S. university students found they believed companies make 45 per cent on sales after taxes, or nearly twice the 25 per cent they considered "fair." As for oil companies, the general public in the U.S. believes they clear 62 per cent on sales after taxes.

The Conference Board in Canada shows both the return on sales and the return on shareholders' equity (net worth) for various industries in its Road Maps of Industry series. Roadmap No. 1783, published May 1976, shows the profit margin on sales in 1975 as 5 per cent for petroleum production and refining and not quite 2 per cent for meat packing. The return on net worth was 14 per cent in petroleum production and refining and 12 per cent in meat packing.

Road Map No. 1784, also published in May 1976, shows the margin on sales for food chains in 1975 as 1 per cent and on net worth 7.5 per cent.

Road Map No. 1766, published August 1975, shows capital

OPINION vs FACTS ON DISTRIBUTION OF INCOME BETWEEN EMPLOYEES AND NET PROFIT IN ALL U.S. CORPORATIONS



Percentages are of two-way split
Dollars are in billions; excludes gross
figures originating outside the U.S.A.
P—Preliminary figures
Sources
Opinion Research Corporation
Figures from U.S. Dept. of Commerce
1975 figures are Seasonally adjusted annual rate

NET PROFIT
EMPLOYEE
COMPENSATION

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invested in petroleum extraction, refining and pipeline transportation as being \$203,500 per employee and \$313,200 per *production* employee, whereas in food and kindred products, the investment per employee is only \$28,000 per

employee; \$41,000 per *production* employee. Because of the much higher capital investment per oil company employee than per food company employee, the profit margins on sales and net worth, have to be, and are, higher, in order

to attract the capital required to provide oil company jobs.

John Q. Jennings,
President, John Q. Jennings
Associates, Inc., International
consultants, New York, New York

Books

Working Mothers

by **Jean Curtis**, Doubleday and Company, New York, 1976. \$7.95.

It is not surprising that Jean Curtis' book, based on interviews with more than 200 American working mothers, their husbands and children, contains a great deal of useful information and practical advice.

Curtis confirms that working mothers are still struggling for acceptance of their status. Her research indicates society still believes only poor or mothers who are the family's sole support should work, or that those with higher education may work, if their jobs are secondary to their role of mother and housewife.

Curtis states that although most families' life-styles have changed dramatically, perceptions of roles and routines remain much the same. Mothers who share the role of family provider often are still considered — or consider themselves — primarily responsible for child care and household management.

Their reluctance to assert equal rights to interests outside the home reinforces this situation.

Husbands, too, tend to find it difficult to take their wives' job prospects and aspirations seriously and — since men usually earn the larger salary — their needs tend to have primary consideration. Financial values are attached to the role of husband and wife, mother and father and the appeal of housewifery diminishes.

A mother's working upsets a familiar equilibrium and gives both

partners an adjustment problem. Curtis notes that while wives have had to accept diverse human contact outside the home on the part of their husbands, husbands can't seem to do this as readily. Working mothers reported that the new and stronger identity gained from adult relationships away from home was an intoxicating sidelight of the work experience. Fundamental reactions included feeling sexier, more "turned on," less matronly, thinner and prettier. Despite this, less than five per cent of the women interviewed admitted to extra-marital affairs.

Some husbands feel threatened by wives who can handle children, a home, a job, and who feel enlightened, liberated and, possibly superior. Women in the same situation who don't feel superior, usually have husbands who experience no difficulty in assuming some of the traditional female roles.

On the basis of her experience, Curtis stereotypes husbands into categories A to D. Type A husbands are "professionals," well informed on feminist issues, who do what needs to be done. Type B husbands or "amateurs" feel that women should be treated well and help out with chores in a more traditional way. Type C husbands are "not totally hostile," but their wives must overcompensate for absence from the home by performing all the domestic duties in addition to working. Type D husbands, "the boys," are most anxious and threatened. Thinking the world considers them failures, they fear their wives will do something dreadful if they are allowed to work full-time out of the home. They help out only with "manful" chores.

Curtis found that all working mothers fantasize about having private leisure time. Curtis observes that, with the birth of her child, a mother loses her sense of personal freedom and assumes a silent responsibility. What follows is the role of "psychological parent." This is the parent that feels responsible for and aware of the child's actions and movements at any time. Without exception this was the mother, at work or at home.

Considerable attention is given to the best time for a mother to return to work. In her interviews, Curtis found that half of the 200 mothers returned to work within three months after childbirth and all felt a strong relationship to their children. The best times to return to work are during infancy or when the child enters elementary school. The worst times are at the preschool and adolescent stages. The best-adjusted nursery school pupils seen by Curtis were those who had had this type of life-style since birth or shortly after. The chapter dealing with this question, and the one on advice to working mothers, in question and answer form, are particularly supportive and helpful to working mothers and those considering the possibility.

Curtis concludes that the children brought up with our new life-styles will be the best judges of the merits of today's re-examination of personal roles and family life. She asks whether in the future someone will ask "Will her children suffer?" when a mother declares her intention to be a housewife and raise her children herself.

—**Blanche B. Borkovic**

Blanche B. Borkovic is an officer in Labour Canada's Women's Bureau.

Fifty Years Ago

Toronto's first nurses' union, cut-rate stores for Italian government employees in Rome, a summary of British legislation on picketing, and a Yale professor's essay on unemployment and price changes, were among the topics of the day discussed in the July 1926 issue of *The Labour Gazette*.

An association of industrial nurses was organized in Toronto in 1926 and membership was opened to nurses in other communities. The first industrial nurse began to practise in Toronto in 1916 and by 1926 it was reported that about 20 nurses were employed full-time by companies such as the Bell Telephone Company, Dominion Express Company, Canadian General Electric, Canada Kodak Company, Massey-Harris and Gutta-Percha Rubber Company. Miss M.F. McKeown, a nurse employed by the Dominion Express Company, said, in a report published in the *Toronto Globe*: "Actual casualties are infrequent. The work consists mainly in organizing health and comfort work on behalf of the employees. This company now provides an employees' cafeteria, rest and recreation room, reading material, etc. Every morning and afternoon a rest pause of ten minutes is allowed, when all the employees are permitted to move freely about."

In Italy, in order to check a further increase in the cost of necessities, a series of special stores for government employees were opened by the government. Nine central stores, where all articles essential for the maintenance of a family were sold at cost price, opened on July 10, 1926 in Rome.

The government expressed the hope that other large employers would take similar measures on behalf of their employees.

Legislation governing intimidation and molestation in connection with picketing in industrial disputes in Great Britain, was explained in a circular sent out by the Home Office on December 30, 1925, to the chief constables of England and Wales. The following is a summary of that part of the circular covering Section 7 of the Conspiracy and Protection of Property Act 1875, and Section 2 of the Trade Disputes Act, 1906, as published in the July 1926 issue of *The Labour Gazette*.

Section 7 of the Act of 1875:

Every person who, with a view to compel any other persons to abstain from doing or to do any act of which such other person has a legal right to do or abstain from doing, wrongfully and without legal authority —

- 1. Uses violence to or intimidates such other person or his wife or children or injures his property;*
or
- 2. Persistently follows such other person about from place to place;*
or
- 3. Hides any tools, clothes, or other property owned or used by such other person, or deprives him of, or hinders him in the use thereof;*
or
- 4. Watches or besets the house or other place where such other person resides, or works, or carries on business, or happens to be, or the approach to such house or place;*
or

5. Follows such person with two or more other persons in a disorderly manner in or through any street or road,

shall, on conviction thereof by a court of summary jurisdiction, or on indictment as hereinafter mentioned, be liable either to pay a penalty not exceeding £20, or to be imprisoned for a term not exceeding three months with or without hard labour.

Section 2 of the Act of 1906:

"It shall be lawful for one or more persons, acting on their own behalf or on behalf of a trade union or of an individual employer or firm in contemplation or furtherance of a trade dispute, to attend at or near a house or place where a person resides or works or carries on business or happens to be, if they so attend merely for the purpose of peacefully obtaining or communicating information, or of peacefully persuading any person to work or abstain from working."

"Facts and theory both indicate that in the 'dance of the dollar' we have the key, or at any rate a very important key, to the major fluctuations in employment, and that we have in our power, as a means of substantially preventing unemployment, the stabilization of the purchasing power of the dollar, pound, franc, lira, mark, crown and any other monetary units." This was the opinion of **Irving Fisher, Professor of Economics at Yale University** — author of an article published in the *International Labour Review* and summarized in the July issue of *The Labour Gazette*.

—Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, May

The all-items Consumer Price Index for Canada (1971=100) advanced 0.8 per cent to 148.0 in May from 146.8 in April and was 8.9 per cent above its level of 135.9 a year ago.

The food index, which had declined for 5 successive months, rose 1.5 per cent in the latest month and was responsible for almost one half of the overall CPI increase. Higher shelter charges and increased prices for tobacco and alcoholic products contributed an additional one sixth to this increase and were important factors in the 0.6 per cent rise in the all-items, excluding food, index.

Beef prices advanced, on average, 12.4 per cent and were the largest single contributing factor to the 1.5 per cent rise in the food index. Increases for fresh produce, butter and fluid milk also contributed to the advance. Partially offsetting these increases were lower prices for poultry and for soft drinks consumed at home. Between May 1975 and May 1976, the food for home consumption index rose 5.6 per cent. Advanced home ownership charges, together with increased prices for tobacco and alcoholic products, were responsible for most of the 0.6 per cent rise in the index for all-items excluding food. Price increases were also registered for seasonal recreation equipment, barbering and hairdressing services and plane fares.

In terms of goods and services, the price level of goods including food, advanced 1.1 per cent in the latest month, while that for services increased 0.5 per cent.

Seasonally adjusted, the all-items CPI advanced 0.7 per cent between

April and May. This included a 1.4 per cent increase in the food index and a 0.6 per cent increase in the all-items index excluding food.

City consumer, May

Consumer prices advanced in all 14 regional cities, with increases ranging from 0.6 per cent in Halifax to 1.4 per cent in Winnipeg.

The percentage increases were recorded as follows: 8.0 in Quebec City and Montreal; 8.3 in Toronto; 8.6 in Saint John; 8.8 in Ottawa; 9.1 in St. John's; 9.8 in Halifax and Saskatoon; 10.0 in Edmonton; 10.1 in Calgary and Thunder Bay; 10.3 in Winnipeg; 10.4 in Regina; and 11.6 in Vancouver.

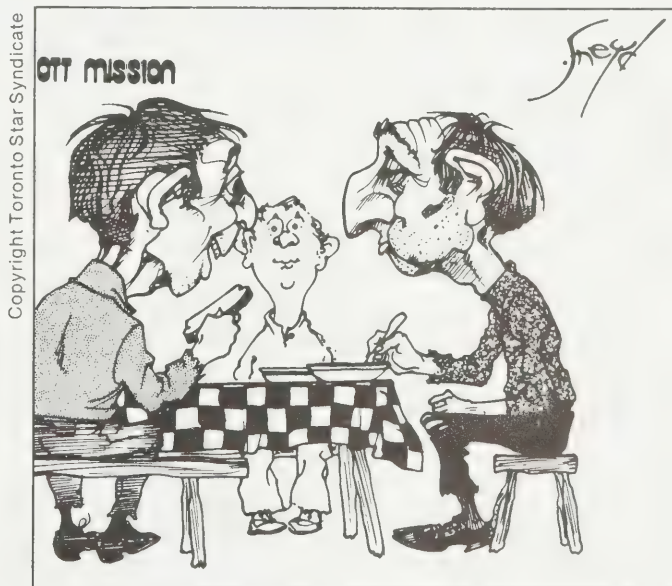
Employment, May

The seasonally adjusted employment level in May was 9,528,000, a decrease of 15,000 from April, Statistics Canada reported. The decline was concentrated among persons aged 15 to 24.

Unemployment, May

Unemployment decreased by 30,000 to 731,000 in May with the decline concentrated among persons 25 and over. The seasonally adjusted unemployment rate was 7.1 per cent (731,000) in May, compared with 7.4 per cent in April, a decline of 30,000. The unemployment rate for men 25 years of age and over decreased to 4.1 per cent in May from 4.4 per cent in April and for women 25 and over it declined to 6.8 per cent from 7.1 per cent. For persons aged 15 to 24 the unemployment rate was unchanged at 12.7 per cent.

By province, the seasonally adjusted rate declined in Newfoundland to 12.6 per cent from 14.0 per cent; in New Brunswick to 10.9 per cent from 11.2 per cent; in Quebec to 7.9 per cent from 8.3 per cent; in Ontario to 6.4 per cent from 6.5 per cent; and in Manitoba to 4.3 per cent from 4.5 per cent. It increased in Prince Edward Island to 12.5 per cent from 8.3 per cent; in Nova Scotia to 9.7 per cent from 9.1 per cent; in Saskatchewan to 4.5 per cent from 4.0 per cent; in Alberta to 4.5 per cent from 4.1 per cent; and in British Columbia to 9.8 per cent from 9.7 per cent.



"I'm glad so many are out of work...for the first time,
I get the feeling of belonging."

Additions to the Library

LIST No. 326

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario, K1A 0J2, indicating the publication numeral and the month that the list was published in *The Labour Gazette*.

ACCIDENT PREVENTION

1. International Labour Office.

Guide to safety and health in dock work. Geneva, 1976. 287p.

AUTOMOBILE INDUSTRY AND TRADE

2. Emerson, David L. Production, location and the automotive agreement. Ottawa, Economic Council of Canada, 1975. 93p. Titre en français: Problèmes de production et de localisation relatifs à l'Accord canado-américain de l'automobile.

BUILDING TRADES

3. Auer, Ludwig. Construction instability in Canada, by Ludwig Auer assisted by Sin T. Ker and Patricia Dale. Ottawa, Information Canada, 1975. 156p. Titre en français: L'instabilité de l'industrie canadienne de la construction.

COLLECTIVE AGREEMENTS

4. U.S. Bureau of Labor Statistics.

Contract clauses in construction agreements, Washington, G.P.O., 1975. 72p. (Its Bulletin 1864)

COLLECTIVE BARGAINING

5. Najita, Joyce M. Guide to statutory provisions in public sector collective bargaining: employee organization and representation rights, by Joyce M. Najita and Vickie L. Triplett. Honolulu, Industrial Relations Center, University of Hawaii, 1975. 66p.

6. Ogawa, Dennis T. Guide to statutory provisions in public sector collective bargaining: status of managerial, confidential and supervisory employees, by Dennis T. Ogawa and Joyce M. Najita. Honolulu, Industrial Relations Center, University of Hawaii, 1975. 89p.

CORPORATIONS

7. Tavel, Charles. L'ère de la personnalité; essai sur la stratégie créatrice. Paris, Editions du Centre national de la recherche scientifique, 1975. 356p.

DISCRIMINATION IN EMPLOYMENT

8. Hauck, Vernon. Epilepsy and

employment, by Vernon Hauck and Irvin Kovarsky. Iowa City, Center for Labor and Management, College of Business Administration, University of Iowa, 1975. 87p.

ECONOMIC POLICY

9. Rayman, R.A. Price stability and full employment: a neo-Keynesian policy for growth without inflation. London, PEP, 1975. 62p.

ECONOMICS

10. Vaizey, John. Political economy and the problems of our time. Adelaide, University of Adelaide, 1975. 16p.

ENERGY

11. Committee for Economic Development. International economic consequences of high-priced energy; a statement on national policy, by the Research and Policy Committee. New York, Committee for Economic Development, 1975. 116p.

EQUAL PAY FOR EQUAL WORK

12. Budiner, Melitta. Le droit de la femme à l'égalité de salaire et la convention no. 100 de l'Organisation internationale du Travail. Paris, Librairie générale de droit et de jurisprudence, 1975. 266p.

FREE TRADE AND PROTECTION

13. Wilkinson, Bruce William. Effective protection and the return to capital, by B.W. Wilkinson and K. Norrie. Ottawa, Information Canada, 1975. 100p.

FRINGE BENEFITS

14. Saskatchewan. Department of

Labour. Research and Planning Division. A comparative study of the provision of selected non-wage benefits to part-time and full-time employees in rural Saskatchewan, April to June 1974. Regina, 1975. 16p.

GUARANTEED ANNUAL INCOME

15. Browning, Edgar K. Redistribution and the welfare system. Washington, American Enterprise Institute for Public Policy Research, 1975. 131p.

HOURS OF LABOUR — FLEXIBLE HOURS

16. Allenspach, Heinz. Flexible working hours. Geneva, International Labour Office, 1975. 64p.

17. Boucher, Marie-Claire. L'horaire variable de travail: progrès ou anachronisme. Québec, Université Laval, Département des relations industrielles, 1975. p.45-82. (Université Laval. Département des relations industrielles. Tiré-à-part no.5)

INDIANS

18. Canadian Association in Support of the Native Peoples. And what about Canada's native peoples? Ottawa, 1976. 55p.

INDUSTRIAL HEALTH

19. U.S. Occupational Safety and Health Administration. Lead. Washington, 1975. 8p.

INDUSTRIAL RELATIONS

20. Seminar on Industrial Dispute Actions and Labour Relations, Toronto, 1975. (Papers). Toronto, Canadian Bar Association, 1975. 1v.

INDUSTRIAL RELATIONS — RAILROAD EMPLOYEES

21. Morris, James Oliver. Bibliography of Industrial relations in the railroad industry. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1975. 153p.

INDUSTRIAL RELATIONS AND GOVERNMENT

22. Miller, Glenn Wasson. Government policy toward labor: an introduction to labor law. Columbus, Ohio, Grid, 1975. 472p.

INFLATION

23. Canadian Chamber of Commerce. Report on government spending and inflation, January, 1976. Montreal, 1976. 78p.

24. The roots of inflation; the international crisis, by Gardiner C. Means and others. New York, B. Franklin, 1975. 315p.

INTERVIEWING

25. Lopez, Felix M. Personnel interviewing, theory and practice. 2d ed. New York, McGraw-Hill, 1975. 356p.

JOB ENRICHMENT

26. Roy Walters & Associates, Inc. Job enrichment for results: strategies for successful implementation. Reading Mass., Addison-Wesley, 1975. 307p.

LABOUR EDUCATION

27. Bureau international du Travail. L'éducation ouvrière et ses techniques; manuel d'éducation ouvrière. Genève, Bureau international du Travail, 1975. 220p.

28. Comment améliorer l'éducation ouvrière; collection d'articles sur les méthodes et les techniques publiés dans le bulletin, Education ouvrière. Genève, Bureau international du Travail, 1975. 112p.

LABOUR LAWS AND LEGISLATION

29. Canada. Department of Industry, Trade and Commerce. Office of Information and Public Relations. Labour legislation. Rev. ed. Ottawa, Information Canada, 1975. 12p. Titre en français: Législation ouvrière.

30. Ontario. Laws, Statutes, etc. The Labour relations act; rules of procedure, regulations and practice notes. Toronto, Queen's Printer, 1975. 154p.

LABOUR ORGANIZATION

31. Union power and public policy. David B. Lipsky, editor. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1975. 131p.

LABOUR ORGANIZATION — HISTORY. CANADA

32. Williams, Jack. The story of unions in Canada. Toronto, J.M. Dent & Sons (Canada) 1975. 252p.

LABOUR ORGANIZATION — POLITICAL ACTIVITIES

33. Wheeler, Christopher. White-collar power; changing patterns of interest group behavior in Sweden. Urbana, University of Illinois Press, 1975. 210p.

LABOUR STATISTICS

34. Bureau international du Travail.

Recommandations internationales sur les statistiques du travail. Genève, Bureau international du Travail, 1975. 139p.

LABOUR SUPPLY

35. Gnanasekaran, K.S. Working life tables for males in Canada and provinces 1971, by K.S. Gnanasekaran and G. Montigny. Ottawa, Information Canada, 1975. 137p.

36. Kreps, Juanita Morris. Sex, age, and work: the changing composition of the labor force, by Juanita Kreps and Robert Clark. Baltimore, Johns Hopkins University Press, 1975. 95p.

LABOUR TURNOVER

37. Labour turnover and retention, edited by Barrie O. Pettman. Epping, Eng., Gower Press, 1975. 204p.

LABOUR UNIONS — COLLEGE TEACHERS

38. Desgagné, André. L'université et la syndicalisation de ses professeurs, par André Desgagné et Roger Miller. Québec, Editeur officiel du Québec, 1975. 192p.

LABOUR UNIONS — MANAGERS

39. Solasse, Bernard. Essai sur la conscience collective des cadres syndiqués au Québec. Québec, Université Laval, Département des relations industrielles, 1975. p.7-39. (Université Laval. Département des relations industrielles. Tiré-à-part no. 7)

MANAGEMENT

40. McEachern, William Archibald. Managerial control and performance. Lexington, Mass., Lexington Books, 1975. 138p.

MANPOWER POLICY

41. Moore, Larry F., comp. Manpower planning for Canadians, an anthology. Vancouver, Institute of Industrial Relations, University of British Columbia, 1975. 471p.

42. National Research Council (U.S.) Committee on Department of Labor Manpower Research and Development. Knowledge and policy in manpower: a study of the manpower research and development program in the Department of Labor. Washington, National Academy of Sciences, 1975. 171p.

PLANT CLOSING

43. Sexton, Jean. Fermetures d'usines et reclassement de la main-d'oeuvre au Québec. Québec, Service des communications, Ministère du Travail et de la Main-d'oeuvre, 1975. 295p.

PUBLIC WELFARE

44. Plotnick, Robert D. Progress against poverty; a review of the 1964-1974 decade, by Robert D. Plotnick and Felicity Skidmore. New York, Academic Press, 1975. 247p.

TAXATION

45. Johnstone, Dorothy. A tax shall be charged: some aspects of the introduction of the British Value added tax. London, H.M.S.O., 1975. 136p.

WAGES AND HOURS

46. Kumar, Pradeep. The current Canadian wage scene; major trends and patterns. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975 (i.e. 1976). 30p.

47. U.S. Bureau of Labor Statistics. Annual earnings and employment patterns of private nonagricultural employees, 1970. Washington, G.P.O., 1975. 92p.

WIVES

48. Edmond, Wendy, ed. All work and no pay: women, housework and the wages due, edited by Wendy Edmond and Suzie Fleming. London, Power of Women Collective and Falling Wall Press, 1975. 127p.

WORK SATISFACTION

49. Ginzberg, Eli. The manpower connection; education and work. Cambridge, Mass., Harvard University Press, 1975. 258p.

50. Thompson, Anthony Peter. Subjective expectations and reinforcer predictability in job satisfaction; final report for Department of Labour-University Research Committee. London, Ont., 1975. 207p.

labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended April 17, 1976		10,078	+ 0.5	+ 4
Employed	April 1976	9,309	+ 0.5	+ 4.7
Agriculture.....	" "	446	+ 7.7	+ 12
Non-agriculture	" "	8,863	+ 0.2	+ 4.6
Paid workers.....	" "	8,403	+ 0.1	+ 6.5
At work 35 hours or more.....	" "	3,336	- 50	- 52
At work less than 35 hours.....	" "	5,491	+ 64	+ 259
Employed but not at work	" "	482	- 17	+ 23.5
<hr/>				
(change in thousands)				
Unemployed	" "	769	+ 10	+ 3
Newfoundland	" "	28	+ 3	+ 3
Nova Scotia	" "	33	+ 3	+ 5
Prince Edward Island	" "	6	—	—
New Brunswick	" "	33	+ 2	+ 6
Quebec	" "	238	+ 17	+ 12
Ontario	" "	249	- 14	+ 9
Manitoba	" "	20	- 5	+ 1
Saskatchewan.....	" "	17	- 2	+ 7
Alberta	" "	35	+ 4	—
British Columbia.....	" "	110	- 8	+ 22
Without work, seeking work and available for work	" "	670	- 1	—
On temporary layoff and expect to return to work	" "	16	- 4	—
<hr/>				
percentage change				
INDUSTRIAL EMPLOYMENT (1961 = 100)‡.....	January 1976	138.7	- 1.2	+ 0.5
Manufacturing employment (1961 = 100)‡.....	" "	124.1	+ 0.7	- 0.9
IMMIGRATION.....	First 9 months 1975	149,457	—	—
Destined to the labour force.....	" " " "	64,877	—	—
<hr/>				
STRIKES AND LOCKOUTS‡				
Strikes and lockouts.....	March 1976	170	—	+ 6.2
No. of workers involved	" "	172,468	+ 16.4	+ 285.1
Duration in man days	" "	483,060	- 19.9	+ 4.4
<hr/>				
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)‡.....	January 1976	216.43	+ 2.9	+ 12.7
Average hourly earnings (mfg.)‡.....	" "	5.42	+ 1.1	+ 13.6
Average weekly hours paid (mfg.)‡.....	" "	38.7	+ 2.7	—
Consumer price index (1971 = 100).....	April 1976	146.8	+ 0.4	+ 8.9
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡..	January 1976	145.1	+ 3.9	+ 4.2
Total labour income (millions of dollars)†.....	March 1976	8,191.0	+ 1.3	+ 15
<hr/>				
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100).....	March 1976	117.9	+ 0.8	+ 3.8
Manufacturing.....	" "	117.9	+ 1.2	+ 4.8
Durables.....	" "	120.0	+ 0.1	+ 5.4
Non-durables.....	" "	115.8	+ 2.4	+ 4.0
<hr/>				
NEW RESIDENTIAL CONSTRUCTION**				
Starts.....	March 1976	12,734	—	+ 103
Completions.....	" "	6,680	—	- 33
Under construction.....	" "	148,343	—	+ 23

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. No. 71-001.

†Advance data.

‡Preliminary.

**Centres of 10,000 population or more.

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year		Duration in Man-Days		Per Cent of Estimated Working Time
		Strikes and Lockouts	Workers Involved	Man-Days		
1971	547	569	239,631	2,866,590		0.16
1972	556	598	706,474	7,753,530		0.43
1973	677	724	348,470	5,776,080		0.30
1974	1,170	1,216	592,220	9,255,120		0.46
1975	977	1,054	482,180	10,894,190		0.53
*1975						
March	72	160	44,782	462,628		0.29
April	98	192	43,751	588,008		0.34
May	115	231	115,659	660,332		0.38
June	107	248	61,794	800,471		0.45
July	100	247	112,316	1,220,832		0.65
August	90	249	105,270	1,284,490		0.74
September	68	222	81,292	1,287,600		0.75
October	70	244	111,470	1,298,903		0.72
November	55	197	91,697	1,442,024		0.88
December	28	176	82,266	1,106,624		0.64
†1976						
January	33	164	54,590	842,250		0.49
February	46	170	148,145	603,130		0.37
March	71	170	172,468	483,060		0.25

*Revised.

†Preliminary.

STRIKES AND LOCKOUTS, MARCH 1976, BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	0	0	0	0
Mines	3	5	1,470	14,160
Manufacturing	22	78	14,404	195,700
Construction	6	8	561	4,960
Transpn. & utilities	18	28	20,318	69,720
Trade	3	15	510	8,160
Finance	0	1	12	280
Service	16	29	14,840	65,170
Public administration	2	5	353	4,910
Various Industries	1	1	120,000	120,000
All industries	71	170	172,468	483,060

STRIKES AND LOCKOUTS, MARCH 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	1	9	763	7,580
Prince Edward Island	1	1	110	1,870
Nova Scotia	1	2	125	2,560
New Brunswick	0	1	76	1,750
Quebec	25	63	150,697	296,640
Ontario	19	51	9,027	89,770
Manitoba	2	5	1,408	13,310
Saskatchewan	3	3	1,515	580
Alberta	2	5	329	6,290
British Columbia	8	17	5,799	50,600
Federal	9	13	2,619	12,110
All jurisdictions	71	170	172,468	483,060

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				February	Accu- mulated	Termi- nation Date	Result
Mines							
METAL							
St. Lawrence Columbium & Metals Corp., Oka, Quebec	Steelworkers Loc. 7579 (AFL-CIO/CLC)	170	3,910	7,060	Feb. 3	Wages, fringe benefits —	
Gibraltar Mines Ltd., Mcleese Lake, B.C.	Can. Ass'n of Industrial Wkrs. Loc. 18 (CCU)	340	3,140	3,140	Mar. 19	Seniority, safety, management rights —	
Canex Placer Ltd., Frazer Lake, B.C.	Can. Ass'n of Industrial Wkrs. Loc. 17 (CCU)	400	1,430	1,430	Mar. 19	Support for Gibraltar mine workers — Return of workers —	
Anvil Mining Corp., Faro, Yukon	Steelworkers Loc. 8243 & 1051 (AFL-CIO/CLC)	360	1,080	1,080	Mar. 29	Wages, fringes, other issues —	
QUARRIES							
Adu Granite Inc., (7 co's) Beebe, Que.	Steelworkers Loc. 7550 (AFL-CIO/CLC)	200	4,600	12,800	Dec. 29/ 1975	Not reported —	
Manufacturing							
FOOD AND BEVERAGES							
B.C. Sugar Refinery, Vancouver, B.C.	Retail, Wholesale Employees Loc. 517 (AFL-CIO/CLC)	253	3,800	51,360	June 2/ 1975 Mar. 22/ 1976	Wages — Return pending AIB ruling —	
Société Coop. avicole régionale St-Damase, St-Damase, Québec	Féd. du commerce (CSN)	249	5,730	44,580	July 18/ 1975	Wages, fringe benefits —	
Park & Tilford, Vancouver, B.C.	Brewery Wkrs. Loc. 300 (CLC)	110	2,530	15,290	Sept. 13/ 1975	Wages, fringe benefits, other contract issues —	
Boulangerie Vaillancourt Québec, Québec	Féd. du commerce (CSN)	180	900	2,160	Feb. 19 Mar. 8	Not reported — Not reported —	
John Labatt Ltd., Toronto, Ontario	Brewery Wkrs. Loc. 304 (CLC)	300	1,200	1,500	Feb. 27 Mar. 5	Dispute over firing of worker — Not reported —	
Life Savers Ltd., Hamilton, Ontario	Food Workers Loc. P-1207 (AFL-CIO/CLC)	120	1,800	1,800	Mar. 11	Wages —	
RUBBER							
Firestone Tire & Rubber Co., Hamilton, Ontario	Rubber Workers (AFL-CIO/CLC)	1,000	1,000	1,000	Mar. 3 Mar. 4	Not reported — Not reported —	
Bow Plastics Ltd., Granby, Quebec	Upholsterers Loc. 346 (AFL-CIO/CLC)	150	830	830	Mar. 24	Wages, other issues —	
LEATHER							
Greb Industries Ltd., Trois-Rivières, Québec	Syndicat de la chaussure de Trois-Rivières (CNTU)	165	3,800	20,970	Sept. 15/ 1975	Wages —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				March	Accumulated	Termination Date	
Location							Result
Rosita Shoes, Montreal, Quebec	CSD		384	8,830	40,500	Nov. 4/1975	Wages —
TEXTILES							
Consolidated Textiles, Alexandria, Ontario	Textile Wkrs. Union Loc. 1664 (AFL-CIO/CLC)		125	40	40	Mar. 31	Contract issues — Terminated by mutual agreement
WOOD							
Girard & Godin Ltée, Trois-Rivières, Qué.	Upholsterers Loc. 572 (AFL-CIO/CLC)		100	2,300	14,750	July 28/1975	Wages, hours —
Scierie Aimé Gaudreau, Estcourt, Québec	Syndicat des employés de scierie (CNTU)		118	1,830	1,830	Mar. 10	Wages, benefits —
FURNITURE AND FIXTURES							
Vilas Furniture Ltd., Cowansville, Quebec	Building and Wood Workers (CNTU)		350	4,200	56,350	July 29/1975 Mar. 17/1976	Wages, incentive pay — Return of workers, agreement reached —
Art Laboratory Furniture Co., Montreal, Que.	Upholsterers Loc. 402 (AFL-CIO/CLC)		130	2,990	8,320	Dec. 5/1975	Not reported —
PAPER							
Domtar Fine Papers Ltd., Cornwall, Ontario	Canadian Paperworkers Loc. 212 (CLC)		1,135	19,020	150,750	Sept. 18/1975 Mar. 24/1976	Wages, fringe benefits — Return of workers, agreement reached —
Beaver Wood Fibre Co., Thorold, Ontario	Canadian Paperworkers Loc. 192 (CLC)		300	300	24,800	Sept. 18/1975 Mar. 2/1976	Wages — Terminated by mutual agreement
Domtar Fine Papers Ltd., St. Catharines, Ont.	Canadian Paperworkers Loc. 77 (CLC)		256	4,110	32,360	Sept. 18/1975 Mar. 23/1976	Wages — Terminated by mutual agreement
Domtar Pulp Ltd., Lebel-sur-Quévillon, Québec	Canadian Paperworkers Loc. 492 (CLC)		400	8,290	50,580	Oct. 3/1975 Mar. 1/1976	Wages, COLA clause — Not reported —
Consolidated-Bathurst Ltée, New Richmond, Quebec	Canadian Paperworkers Loc. 574 & 926 (CLC)		685	10,500	78,480	Oct. 12/1975 Mar. 22/1976	Wages, fringe benefits — Terminated by mutual agreement
Ontario-Minnesota Pulp & Paper Co. Ltd., Fort Frances, Ontario	Various Unions		900	4,160	86,760	Oct. 22/1975 Mar. 7/1976	Wages, fringe benefits — Terminated by mutual agreement
Ontario-Minnesota Pulp & Paper Co. Ltd., Kenora, Ontario	Canadian Paperworkers Loc. 238 (CLC)		121	600	11,490	Oct. 24/1975 Mar. 7/1976	Wages, fringe benefits — Terminated by mutual agreement

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	March	Accu- mulated	Termination Date	Major Issues
Location	Union					Result
Labrador Linerboard Ltd., Stephenville & Goose Bay, Nfld.	Canadian Paperworkers Loc. 1093 (CLC)	521	2,610	38,330	Nov. 23/ 1975 Mar. 5/ 1976	Wages, fringes, jurisdiction — Return of workers, agreement reached —
Donohue Brothers, Clermont, Quebec	Paper & Forest Workers (CNTU)	570	1,140	1,140	Mar. 10 Mar. 12	
PRIMARY METALS						
Ontario Malleable Iron, Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	5,060	11,600	Jan. 18	Wages, fringe benefits —
Aciers Atlas Steels, Div. Rio Algom Mines, Tracy, Quebec	Steelworkers Loc. 6403 (AFL-CIO/CLC)	367	7,990	7,990	Mar. 1	Wages, fringe benefits —
Lake Ontario Steel Co., Whitby, Ontario	Steelworkers Loc. 6571 (AFL-CIO/CLC)	490	9,800	9,800	Mar. 4	Wages, fringe benefits —
METAL FABRICATING						
Foresteel Industries Inc., Montreal, Quebec	Travailleurs de Foresteel (CSN)	147	1,030	4,260	Jan. 29 Mar. 10	Wages, other contract issues — Terminated by mutual agreement
Bell Copper Noranda Mines, Granisle, B.C.	Cdn Ass'n of Industrial Wkrs. Loc. 10 (CCU)	175	3,880	6,760	Feb. 7	Wages, fringe benefits —
Firestone Steel Products, London, Ontario	Auto Workers Loc. 27 (CLC)	216	4,970	4,970	Mar. 1	Not reported —
J. Foisy Ltée., Montreal, Quebec	Fed. of Metal Trades Unions (CNTU)	148	1,920	1,920	Mar. 15	Wages, fringe benefits —
TRANSPORTATION EQUIPMENT						
Bombardier Ltée, La Pocatière, Québec	Fed'n of Metal Trades Unions (CNTU)	275	6,330	23,110	Dec. 2/ 1975	Wages, fringes, grievances —
NON-METALLIC MINERAL PRODUCTS						
Can-Force Products Ltd., Edmonton, Alberta	Iron Workers Loc. 776 (AFL-CIO/CLC)	100	2,300	18,300	July 12/ 1975	Wages —
Edmonton Ready Mix Ass'n, Edmonton, Alberta	Teamsters Loc. 362 (Ind.)	125	1,630	1,630	Mar. 10	Not reported —
Canadian Porcelain Co., Hamilton, Ontario	Glass & Ceramic Wrks. Loc. 249 (AFL-CIO/CLC)	132	1,450	1,450	Mar. 16	Wages, fringe benefits —
CHEMICAL PRODUCTS						
Canadian Industries Ltd., Brownsburg, Quebec	Steelworkers Loc. 14138 (AFL-CIO/CLC)	522	12,100	14,880	Feb. 23	Other contract issues —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				February	Accu- mulated	Termination Date	Result
Canadian Industries Ltd., Nitro, Quebec	Féd. des syndicats des mines (CSN)	360	8,280	9,720	Feb. 24	Wages, grievance, other contract issues —	
Johnson & Johnson, Montreal, Quebec	United Textile Wrks. Loc. 459 (AFL-CIO/CLC)	630	950	950	Mar. 8 Mar. 10	Suspension of union delegate — Return of workers —	

Construction

PEI Construction Ass'n, various locations, P.E.I.	IBEW Loc. 1432 (AFL-CIO/CLC)	110	1,870	1,870	Mar. 9	Dispute over hiring 2 men —
Lummus Co. Canada, Douglas Point, Ontario	Plumbers Loc. 527 (AFL-CIO/CLC)	316	1,580	1,580	Mar. 9	Firing of 6 foremen —

Transportation & Utilities

TRANSPORTATION

Léo Auger, Inc., Ville LaSalle, Québec	Assoc. des chauffeurs scolaires (Ind.)	100	2,300	6,300	Jan. 5	Wages —
City of Winnipeg Transit System, Winnipeg, Man.	Transit Union Loc. 1505 (AFL-CIO/CLC)	1,250	11,130	43,270	Jan. 26 Mar. 13	Wages — Conciliation, Manitoba Department of Labour —
British Columbia Railway, various locations, B.C.	Teamsters Loc. 31 (Ind.)	290	5,510	5,510	Mar. 2 Mar. 27	Wages — Return pending arbitration —
Port of Saint John, Saint John, N.B.	ILA Loc. 173 (AFL-CIO/CLC)	350	1,050	1,050	Mar. 15 Mar. 19	Dispute over suspension of an employee — Not reported —
Transport Labour Relations (97 co's) Province wide, B.C.	Teamsters Loc. 31 and 213 (Ind.)	3,861	24,870	24,870	Mar. 23	Wages —

COMMUNICATION

B.C. Telephone Co., various locations, B.C.	Fed. of tel. workers of B.C. Loc. 4 (CLC)	105	1,050	1,470	Feb. 24 Mar. 12	Other contract issues — Return of workers after verbal arbitration report —
Canadian National Telegraphs, Gander, Nfld.	Railway, Transport & General Wkrs. (CLC)	120	2,760	3,000	Feb. 28	Dispute over shift scheduling —
CBC, Windsor, Ontario	3 Unions	152	150	150	Mar. 9 Mar. 10	Slowness in negotiations — Return of workers —
CBC, Toronto, Ontario	Public Empls. Loc. 667, 677 (CLC)	1,250	1,250	1,250	Mar. 10 Mar. 11	Slowness in negotiations — Return of workers —
Power, Gas, Water						
Sask. Power Corp., Province wide, Sask.	Oil Workers Loc. 9-649 (AFL-CIO/CLC)	1,025	780	780	Jan. 20 Mar. 19	Wages, other issues — Not reported —
Churchill Falls Labrador Corp., Churchill Falls, Labrador	IBEW Loc. 2351 (AFL-CIO/CLC)	110	2,440	4,050	Feb. 9	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1976 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location	Union		February	Accu- mulated	Termi- nation Date	
Kingston Utilities Commission, Kingston, Ontario	IBEW Loc. 1678 (AFL-CIO/CLC)	110	1,730	1,730	Mar. 10	Wages —
Sask. Power Corp., Province wide, Sask.	IBEW Loc. 2067 (AFL-CIO/CLC)	1,250	350	350	Mar. 17	Not reported —
Quebec Hydro, various locations, Quebec	Public Empls. (CLC)	8,700	8,700	8,700	Mar. 22 Mar. 23	Wages — Return of workers —
Quebec Hydro, various locations, Quebec	Public Empls. (CLC)	1,500	1,500	1,500	Mar. 25 Mar. 26	Wages — Return of workers —
Quebec Hydro, various locations, Quebec	Public Empls. (CLC)	600	600	600	Mar. 29	Wages — Return of workers —
Sask. Power Corp., Saskatoon, Sask.	IBEW Loc. 2067 (AFL-CIO/CLC)	200	200	200	Mar. 30	Wages, other issues —

Service

EDUCATION

Various School Boards, various locations, Quebec	Les enseignants des Bois-Francs (CEQ)	831	19,110	35,730	Feb. 2	Wages, fringe benefits —
Université du Québec, Chicoutimi, Québec	Public Empls. Loc. 1574 (CLC)	127	2,540	2,540	Mar. 1 Mar. 29	Not reported — Terminated by mutual agreement —
Université du Québec, Montréal, Québec	Public Empls. Loc. 1294 (CLC)	610	13,420	13,420	Mar. 2	Wages —
Various School Boards, Western Quebec, Que.	Various Unions	2,300	1,150	1,150	Mar. 12 Mar. 12	Slowness in negotiations — Return of teachers —
Gatineau School Board, Gatineau, Québec	Assoc. des enseignants (CEQ)	225	900	900	Mar. 16 Mar. 23	Wages, other matters —
Various Schools, Various locations, Que.	Nat. Fed. of Que. Teachers (CNTU)	7,000	3,500	3,500	Mar. 16 Mar. 16	Wages, other matters —
Protestant School Board, Montreal, Quebec	Mtl. Teachers Assoc.	850	430	430	Mar. 16 Mar. 16	Wages, other matters — Return of teachers —
CEGEP de Chicoutimi, Chicoutimi, Québec	Fed. of Quebec Teachers (CNTU)	175	880	800	Mar. 22 Mar. 27	Wages, other matters —
Ottawa Board of Education, Ottawa, Ont.	Ott. School Board Empls. Ass'n	900	7,200	7,200	Mar. 22	Wages, other issues —
Windsor School Board, Windsor, Ontario	Ont. Secondary Teachers Fed. (Ind.)	770	1,540	1,540	Mar. 30	Wages —

HEALTH & WELFARE

Institut Armand Frappier, Laval-des-Rapides, Qué.	Public Empls. Loc. 1733 (CLC)	260	3,900	3,900	Mar. 8 Mar. 29	Fringe benefits, other issues — Terminated by mutual agreement —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MARCH, 1976 (Preliminary) (Concl'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				February	Accu- mulated	Termi- nation Date	Result
ACCOMMODATION & FOOD							
Island Hall Hotel, Parksville, B.C.	Hotel Empls. Loc. 835 (AFL-CIO/CLC)		104	2,300	8,310	Dec. 11 1975	Not reported —
London Proprietors (6 hotels), London, Ont.	Retail Wholesale Loc. 448 (AFL-CIO/CLC)		150	1,820	1,820	Mar. 15	Not reported —
Public Administration							
LOCAL							
City of Sydney, Sydney, N.S.	Public Empls. Loc. 759 (CLC)		110	2,530	3,630	Feb. 16	Wages —
Various Industries							
Gov't of Quebec, various locations, Quebec	Various Unions (Common Front)		120,000	120,000	120,000	Mar. 22 Mar. 23	Protesting aib measures — Return of workers —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Labour data

Union Growth in Canada in the Sixties. A 202-page report containing analysis and detailed data on union membership by province and industry during the period 1957-1970. (Bilingual) Price \$5.00 (\$6.00 outside Canada). Cat. No. L41-9/1976-1.

Labour Organizations in Canada, 1974-75 (annual). A directory of labour organizations including principal officers, union publications, provincial distribution of locals, and statistics on union membership affiliation. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-2/1975.

Strikes and Lockouts in Canada, 1973 (annual). Contains a variety of statistics on strikes and lockouts, including number of incidents, workers involved and duration in man-days. Information is provided on all strikes and lockouts involving 100 or more workers. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974 (annual). A series of reports containing data, as of October 1, on wage rates for a wide variety of occupations and on standard hours of work. Wage rate data are provided by industry, size of establishment and whether union or non-union. Separate reports are available for the major communities across Canada. (Bilingual). Various prices. Cat. No. L2-5/1974 (Community).

Working Conditions in Canadian Industry, 1974 (annual). Contains statistical data, effective October 1, on hours of work, paid holidays and vacations, and extent of unionization for office, non-office and other employees. Includes breakdowns by province and industry. Price \$2.50 (\$3.00 outside Canada). Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada; a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1976. A comparative summary of human rights legislation in all Canadian jurisdictions including major legislative developments of 1975. Available in either English or French. Price \$2.00 in Canada, \$2.40 in other countries. DSS catalogue no. L34-23/1976

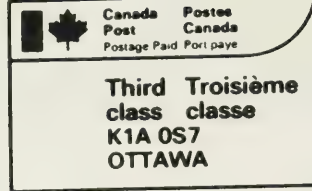
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 8, August 1976

NEWS BRIEFS

- | | | |
|---|--|--|
| <p>402 PEOPLE</p> <ul style="list-style-type: none">• CLC's Bob Smeal dead• Finkelman retires from PSSRB <p>402 EMPLOYMENT</p> <ul style="list-style-type: none">• The hidden unemployed <p>403 WAGES</p> <ul style="list-style-type: none">• Manitoba minimum rises | <p>403 THE ILO</p> <ul style="list-style-type: none">• Kaplansky addresses HABITAT conference• Coal committee wants conference <p>403 WOMEN</p> <ul style="list-style-type: none">• Quebec bibliography | <p>403 INDUSTRIAL DEMOCRACY</p> <ul style="list-style-type: none">• Swiss reject participation• Resource centres <p>404 LABOUR CONVENTIONS</p> <ul style="list-style-type: none">• CNTU elects Rodrigue• New Brunswick Federation of Labour annual meeting |
|---|--|--|

FEATURES

- 405 **Co-determination — a partial answer to good labour relations** by Charles Connaghan
- 408 **Mitbestimmung — Kanada? or Would West German "co-determination" work here** by Jean Pascal
- 412 **What do workers want? — OECD seminar report**
- 415 **Co-determination in Canada: what forms could it take?** by Paul Malles
- 421 **Industrial democracy West German style** by Rudolf J. Vollmer
- 424 **Workers' participation — the European experience** by Friedrich Furstenberg
- 429 **Worker Participation in Canada?** by Donald Rumball
- 432 **The social and historical roots of co-determination in West Germany** by John Clarke
- 436 **Prospects for industrial democracy in Canada: Four views**
- *Industrial democracy is workers' control* by Gilbert Levine
 - *A skeptical view of the West German model* by R. Kent Rowley
 - *Industrial democracy is a grassroots process* by Harold B. Wilson
 - *Co-determination — a capitalist innovation* by Gerry Hunnius
- 446 **Confidentiality and conflict of loyalty** by Willem Albeda

DEPARTMENTS

- 448 FORUM
- Success of single-team bargaining questioned
 - Best aid to productivity
- 449 FIFTY YEARS AGO
- International Typographical Union
 - Trade education
 - Labour's first radio station
- 450 PRICES AND EMPLOYMENT
- 451 ADDITIONS TO THE LIBRARY
- 454 LABOUR STATISTICS

NEWS BRIEFS

PEOPLE

CLC's Bob Smeal dead

R. R. (Bob) Smeal, a vice-president of the Canadian Labour Congress for the past 10 years and former secretary-business manager of the Canadian Air Line Flight Attendants Association, died in Toronto, July 3, at age 56.

Smeal had been taken to the Toronto hospital after he became ill during the May 17-21 biennial convention of the Canadian Labour Congress. CLC President.

Finkelman retires from PSSRB

Jacob Finkelman has retired as chairman of the Public Service Staff Relations Board. His successor is J. Harold Brown, who had been vice-chairman since December 1975.

Finkelman, who was born in Poltava, Russia, in 1907, had been chairman of the board since it was established in 1967 under the Public Service Staff Relations Act. His report on proposed amendments to the Act has been the subject of a lengthy study by a joint Parliamentary committee. (See LG, Oct. '75, and May '76.)

As a faculty member of the University of Toronto, he is believed to have introduced Canada's first university course on labour law, in 1932. He later served as chairman of the Ontario Labour Relations Board.

Born in England, he came to Canada as a youth, and served in the Royal Canadian Navy during the Second World War. He was president of the Victoria Labour Council from 1949 to 1953, vice-president of the British Columbia Federation from 1956 to 1959, and its president from 1959 to 1962.

The CALFAA is establishing an educational fund in his memory.

J.J. (Jack) Munro, president of Regional Council No. 1 of the International Woodworkers of America, was appointed a vice-president at large, headquartered in Vancouver, to succeed him.

John Evans



Jacob Finkelman

Brown's appointment as chairman of the PSSRB was announced on June 30. An Osgoode Hall law graduate, and a Queen's Counsel, he is a former vice-chairman and alternate chairman of the Ontario Board. He was appointed deputy chairman of the PSSRB in 1973 and vice-chairman in 1975.

EMPLOYMENT

The hidden unemployed

An economist in the United States has observed a trend in the U.S. labour market already noted by observers of the Canadian scene: official figures may not reveal actual unemployment among women, teen-agers, old people, and other minorities.

Many of these unemployed groups regularly drop out of the labour market and are not even looking for work, says A. Dale Tussing of the Educational Policy Research Center at Syracuse University.

Tussing describes what he terms the "new unemployed"—a large pool of people "whose labour market status is more or less continuously in flux—who hold jobs temporarily, generally for less than a year, losing or leaving them and moving in and out of the officially defined labour force."

Among the new unemployed, Tussing includes people working part-time because they can't get full-time jobs and "discouraged workers," who can't find work to match their skills or who don't want to qualify for the jobs they want.

He proposes two solutions for the new unemployed—subsidized employment, with the government paying part of the cost of hiring certain disadvantaged workers, and direct public employment in which the government creates jobs for them.

Tussing says attempts to reduce unemployment through tax reductions and other fiscal policies, educational strategies, welfare and minimum-wage reforms have largely failed in the U.S. because

they do not take into account the nature of the new unemployment. He writes that while, in general, they have influenced who gets to work they have not increased the total number of jobs.

He mentions education as an example. If the number of jobs remains stable, then the trained displace the untrained, and education thus appears to help the disadvantaged compete with other poor people.

WAGES

Manitoba minimum rises

Manitoba's minimum wage has risen by 35 cents — for adults to \$2.95 an hour and for workers under 18 to \$2.60. The increases are effective from Sept. 1, 1976.

THE ILO

Kaplansky addresses HABITAT conference

Meeting basic human needs means more than providing food, shelter and clothing, according to Kalmen Kaplansky, director of the Canadian branch of the International Labour Organization.

He said it also implies "access to essential services such as safe drinking water, sanitation, transport, health, and education," and that "each person available for and willing to work should have an adequately remunerated job.

"It should also imply the satisfaction of needs of a more qualitative nature: a healthy, humane and satisfying environment; popular participation

in the making of decisions that affect the lives and livelihood of people; individual freedoms and human dignity, without which there can be no fulfilment of basic needs."

Kaplansky made the statements in an address to the United Nations Conference on Human Settlements, Vancouver, May 31–June 11. He spoke as special representative of the ILO director-general.

Coal committee wants conference

The International Labour Organization's coal mines committee has called for a world energy conference "that takes full account of coal."

At its April 28–May 6 meeting in Geneva, the committee also appealed for improved training programs and safety procedures, needed because of the introduction of new mining technology.

Canada was one of 19 countries represented at the meeting by government, employer and worker representatives.

WOMEN

Quebec bibliography

The Quebec government has published a bibliography of more than 1,000 pamphlets, books, newspaper articles and films written or produced by or about women in the province during the last 10 years.

The 150-page bibliography, compiled under the supervision of the Quebec status of women council, is entitled simply *Les Quebecoises*.

INDUSTRIAL DEMOCRACY

Swiss reject participation

In March, Swiss voters rejected proposals to enshrine in the country's constitution the principle of worker participation. But trade union leaders say they will be back in two or three years with a new proposal.

In a referendum, the Swiss turned down two motions: a union proposal that worker participation be accepted as a constitutional right, without specifying the details, and a government proposal endorsing the concept but specifically ruling out the possibility of workers controlling seats on company boards.

Union officials say that if the government's motion had been accepted, "real" participation would have been delayed for 10 years.

Resource centres

A firm of management consultants says that when industrial democracy is extended in Britain, trade unions will need their own shop floor "resource centres" providing secretarial and research facilities, possibly paid for by the employer.

The consultants were hired by trade unions at the state-owned Harland & Wolff shipyard which is about to give workers one third of the seats on its main board.

The consultants' opinions were expressed in a submission to the Bullock Committee on Industrial Democracy, set up by the government in preparation for new legislation on worker participation.

The Trades Union Congress has advocated compulsory equal

representation on company boards, but the Bullock Committee has heard stiff opposition to this from the Stock Exchange, the Liberal Party and several major employers.

LABOUR CONVENTIONS

CNTU elects Rodrigue

The 1,100 delegates to the 1976 convention of the Confederation of National Trade Unions elected a new president and decided not to expel 17,000 members suspended since last December for refusing to pay a special assessment to the CNTU's strike fund.

The new president, 38-year-old Norbert Rodrigue, had been first vice-president of the 180,000-member CNTU since 1972. He decisively defeated Michel Chartrand, president of the CNTU's Montreal council, by a vote of 626 to 255.

Rodrigue succeeds Marcel Pepin, 50, who has resigned after 11 years as president, to take on a less arduous role as special adviser to the Confederation.

Others on the new executive include Jean Thibault, secretary-general; Leopold Beaulieu, treasurer; Francine Lalonde, first vice-president — the first woman to hold that office — Claude Giraud, second vice-president, and André L'Heureux, third vice-president.

Rodrigue said every effort will be made to bring back the 17,000 members as full participants in the CNTU. They had been suspended for refusing to pay the special assessment of about one hour's pay a month.

To ease their return, the delegates rejected a proposal that would have required them to pay all back dues and assessments they would have

been required to pay, had they not been suspended. Instead, they adopted one requiring a penalty of only three months' assessments.

Rodrigue is a former president of the Federation of Social Affairs Workers, the CNTU's largest affiliate. After his election, he said he would renew efforts for a merger with the 75,000-member Quebec Teachers' Federation.

He described the program as "the gravest threat to free collective bargaining and the trade union movement since organized labour gained the legislated right to bargain collectively."

Rodman E. Logan, the provincial minister of labour and manpower, in an address to the convention, called on organized labour to support the program: "Complex problems often require complex solutions, and the co-operative efforts of all segments of society are essential if we are to respond successfully to the challenges we face." LePage replied that the provincial government had "undermined collective bargaining" by opting into the federal program.

Resolutions adopted by the delegates included calls for an upgrading of the Workmen's Compensation Act and a number of measures to increase on-the-job safety, including stiffer penalties for employers who ignore safety regulations. Other resolutions sought compulsory labour education programs in schools, a government-operated compulsory no-fault auto insurance program, and increased basic exemptions in personal income tax.

The delegates re-elected LePage, as well as secretary-treasurer Alvin Blakely. Vice-presidents elected were Rolland Blanchette, Edmundston; Phillip Booker, Fredericton; Tim McCarthy, Newcastle; J. Eric Pitre, Bathurst;

John McEwen, Charlo, and Harrison Harvey, Saint John. Trustees elected were Marina Grant, Joan Blacquier and Kathrinne Ann Leger.

New Brunswick Federation of Labour annual meeting

The Canadian Labour Congress policy statement, "Labour's Manifesto for Canada," was adopted unanimously by the 350 delegates to the New Brunswick Federation of Labour's annual convention, in Moncton June 7-9.

The NBFL thus became the first provincial federation to endorse, at convention, the policy statement, adopted three weeks earlier by the CLC biennial convention in Quebec City. It calls for a greater share for organized labour in economic and social policy decisions.

The NBFL convention also pledged "complete and active support" for the CLC's program of action against the federal anti-inflation program, which includes a strike or strikes if necessary.

The convention also adopted a resolution calling for the immediate repeal of both provincial and federal wage control legislation, and for continued opposition by organized labour to provincial government budget restraints that "unfairly single out essential public services for unwarranted and harsh cutbacks."

CLC executive vice-president Shirley Carr told the delegates the success of labour's program against the anti-inflation program would depend on "the will of the Canadian working people to unite and speak with a single voice and act with a single will."

NBFL President Paul LePage attacked both the federal government for introducing the program of controls and the New Brunswick provincial government for co-operating with it. **lg**

Co-determination — a partial answer to good labour relations

by Charles Connaghan

Having workers sitting on the boards of directors of their companies probably doesn't make a great deal of sense to unions or business managers in Canada. Yet, the practice has been cited as one of the main reasons for West Germany's labour stability and productivity, the highest of all western industrialized countries.

While other European countries such as the Netherlands, Luxembourg, Sweden, Norway and Denmark have similar programs, no other country has developed the practice to the same level of sophistication and widespread use as West Germany. The West German approach is part of *mitbestimmung*.

The German word *mitbestimmung* defies concise English definition. There is no satisfactory English equivalent. It has been interpreted as co-determination, co-management, community of interests, participation; but all of these miss the German term's concept of joint command or joint direction.

Mitbestimmung operates at two levels. The upper level is the *aufsichtsrat* or supervisory boards, which compare approximately to boards of directors in a Canadian company. A supervisory board meets about four times a year and its principal powers are to deal with matters of major policy for the business such as company expansion and curtailment, dividend levels, as well as the hiring

Charles J. Connaghan is author of a Labour Canada-sponsored study on co-determination. He is a vice-president of University of British Columbia and a former president of the Construction Labour Association of B.C.

and firing of senior executives who are responsible for the actual running and performance of the business. In addition, the supervisory board is responsible for overseeing the finances of the business.

The involvement of workers in the policy decision making of their companies in Germany can be traced back to 1922 when the German government introduced legislation which granted workers in large companies the right to have two workers sit on their companies' supervisory board. The primary purpose of these boards was to monitor the activities and performance of company management. During the Hitler regime, worker involvement was downgraded.

At the end of the Second World War, the British occupation forces agreed to *mitbestimmung* for German workers. The British Labour government in 1947 under Clement Attlee ordered that supervisory boards in companies employing more than 1,000 workers in the coal, steel and iron industries in the German Ruhr be composed of equal representatives of employees and shareholders — five each from

the company shareholders and employees — plus a neutral chairman acceptable to both sides who could also serve as a tie vote breaker.

Each company was also obliged to have a personnel director whose appointment could be vetoed by the worker representatives.

The re-establishment of co-determination was a political compromise within the Social Democratic Party (SDP) between those who wished to nationalize large industries and a group who favored the free enterprise approach.

In 1952, in response to demands from the trade unions in other industries and in the face of the threat of a general strike, Chancellor Konrad Adenauer extended a watered down version of the coal, iron and steel model to large companies in all industries. This version, however, only gave the workers 30 per cent representation on the boards, and the right to veto the appointment of the personnel director.

Earlier this year, a new co-determination model for employee participation was legislated for companies outside the coal, iron and steel industries. Under the new provision, an estimated 650 business concerns, each employing more than 2,000 workers within Germany will be covered.

The boards of supervision of companies will be composed of 20 members — 10 to be elected by the shareholders.

The remainder will be elected by the company employees and one must be a junior manager chosen by the white-collar and management groups. In the case of a tie vote, the chairman will have the right to cast an extra and deciding vote. Only the shareholders' representatives will be allowed to vote on the election of the chairman.

The trade union within the plant in future will be entitled to nominate three representatives while workers in the plant acting independently of the union can nominate six representatives. The reason for this distinction is to avoid charges that outside union executives could dominate the workers' representatives and thereby ignore the specific interests of the workers in a particular plant or company.

In the case of the middle-management group, that group is allowed to nominate two candidates and the one receiving the greater number of all white-collar votes will be elected. Another important change is that in future the personnel director will be elected by single plurality, which eliminates the veto power of the worker representatives.

While the workers have been successful in increasing their representation from one third under the old model to near parity, shareholders have been given the right to veto any issue which is considered essential to their interests.

The structure of the average German company, makes worker representation function somewhat easier than it would in the average Canadian corporation. This is a result of the two-tiered board system which is commonplace in

...co-determination is not associated with union political power

German corporations. The upper tier is the *aufsichtsrat* or supervisory board and it is to this board that worker representatives have been elected. In-house company executives are not members of the supervisory board.

The lower tier is known as *vorstand* or management board and is composed of senior company executives and is similar to the corporate executive officer structure within a typical Canadian company. This group is responsible to the supervisory board for long-range planning and the day-to-day operations of the company.

The record of the recent past shows that German co-determination has worked better than might have been expected. A commission appointed by the West German government in 1970 closely examined the record and concluded that *mitbestimmung* had functioned without notable clashes. Four years later, parliamentary hearings on the subject produced testimony from employers and unions which indicated some resistance but in general received a high level of acceptance.

At those hearings, the heads of some of the largest steel companies indicated that there has been no sacrifice of earnings or investment on the part of the companies as a result of co-determination. Indeed, company secrets appear to have been safe with worker board members and it was difficult to establish instances of abuse of confidentiality.

A quick survey of co-determination in other European countries shows that none of Germany's trading partners have developed the practice to the same level and with the same success as West Germany.

Workers in Austria, Luxembourg, the Netherlands and the Scandinavian countries all have workers on boards by law; however, they do not have the same strength as their counterparts do in Germany.

The Austrian, Luxembourg and Norwegian systems are entitled to one-third representation on the boards, while Swedish and Danish laws provide that only two seats are set aside for workers. In the Netherlands, there is no fixed number of seats for workers — board members are expected to be acceptable to both workers and shareholders. The Netherlands' system also prohibits union officials from serving as board members.

...successful co-determination is associated with good economic performance

In Belgium, France and Italy there is no legal basis for workers in the private sector becoming voting members of boards of companies. France, however has provided for labour representatives to sit on the boards of companies in the private sector as non-voting observers, while workers in the French nationalized industries are full members of their boards.

What lessons can be drawn from the European experience?

First, contrary to popular belief, successful co-determination is not a result of powerful unions. Austria, Belgium, Sweden and Denmark are the most highly unionized countries in Europe, having more than 60 per cent of their wage earners in unions, yet Sweden and Denmark are relative newcomers to co-determination.

Belgium does not have it at all. Germany, on the other hand, with about 30 per cent of its work force in unions has had co-determination longer and in more widespread use than any other country.

Second, co-determination is not associated with union political power. In many ways, German trade unions have much less political power than do unions in Britain or Italy.

Third, successful co-determination is associated with good economic performance and it thrives in a stable political environment — both of which West Germany has.

Finally, it contributes to good industrial relations, which West Germany has experienced.

While co-determination may be considered something of a strange European custom to North Americans, experience in the common market has made employee participation more palatable to North American corporations. The troubled Chrysler U.K. Ltd. last year offered two seats on its board of directors to its British workers in an effort to improve its poor labour relations record. The offer was turned down, but it did set a precedent.

...Germany...has had co-determination longer and in more widespread use than any other country

Whether or not the practice of worker directors gains widespread acceptance in Canada will depend on the future attitude of unions, management and governments. The debate has already begun in North

America. The recent announcement by the United Automobile Workers union of its intention to seek worker representation on the boards of the U.S. companies with which it negotiates, as part of its 1976 collective bargaining demands, could prove to be an historic watershed in employee participation in North America.

Governments in Canada, driven by a desire to improve the current poor state of labour relations in this country, could well decide to take legislative action to include workers on boards of directors.

Irrespective of whether the labour movement on this continent uses co-determination as a collective bargaining trade-off tactic or whether governments hesitate before legislating such a radical approach, the fact remains that European co-determination in all its gradations has proved to be at least a partial answer in building good labour relations, a fact which cannot belong ignored in Canada. [9]

Reprinted from The Sun, Vancouver

Mitbestimmung — Kanada?

or

Would West German "co-determination" work here

by Jean Pascal

The system of "Mitbestimmung" — co-determination — is often said to be one of the main reasons that West Germany, for most of the postwar period, has been a haven of industrial peace.

Other countries in the Western world cast envious glances at Germany's impressive economic performance and successful labour-management relations with its low percentage of work stoppages and lockouts. In 1974, for example, West Germany experienced only about 1/20th the number of days lost through strikes in Canada, had only half of Canada's inflation, and saw its production rise slightly while most Western countries' production dropped.

In recent years, Canada has been subjected to a relentless series of disruptive work stoppages, both in the public and private sectors. Unions, management and government have been engaged in bitter disputes and industrial peace seems as imminent as the proverbial millenium.

As a consequence of this industrial unrest, the validity of the Canadian industrial relations system as it now operates is being examined and questioned. Canadians in all walks of life are dissatisfied with the system and are demanding that something be done to ameliorate the situation.

Industrial relations in various countries are being scrutinized in

Jean Pascal is an officer in Labour Canada's public relations branch

order to ascertain whether any of their features can be beneficially incorporated in the Canadian system.

It was with this possibility in mind that Labour Canada commissioned Charles J. Connaghan, a former president of the Construction Labour Relations Association of British Columbia and now vice-president of administrative services at the University of British Columbia, to critically examine contemporary labour relations in West Germany and to make suggestions for improving the Canadian labour-management relationship based on the West German experience.

Connaghan's findings have been published by Labour Canada under the title *Partnership or Marriage of Convenience?* Before detailing some of Connaghan's proposals as

...the validity of the Canadian industrial relations system as it now operates is being examined and questioned

to how the West German labour-management experience could be applied in Canada, it would perhaps be useful to discuss the principles of "co-determination," both in general terms and as far as the West German experience is concerned.

Co-determination, broadly defined, encompasses a full spectrum of modalities of communication and decision making, together with associated institutional arrangements, to enable employees to have a voice in decisions which affect them. In that almost all decisions of an employer affect the well-being of the employees — either in their current working conditions or in their prospects — the scope of matters which can be subject to co-determination is virtually unlimited.

Co-determination operates at the level of the individual plant and the individual company. It can, of course, always be instituted voluntarily by employers. In countries where it has been made mandatory, or sanctioned by law or tradition, it operates side by side and in conjunction with all of the instruments which in Canada constitute the system of industrial relations:

- *collective bargaining* and the collective contract of employment, and the body of law which governs these;
- *conciliation, mediation and arbitration of disputes*, sometimes required by law, sometimes only

encouraged and facilitated by law ;

- *government regulation* of basic working conditions.

In addition, most countries which have instituted co-determination as part of their system of industrial relations have also instituted mechanisms for employer-employee consultation at the national and sectoral levels. Co-determination in these countries is conceptually an integral part of a more elaborate and multi-tiered system of industrial relations than exists in Canada. Some examples :

- The (national) wage level — or labour's share of the GNP — may be discussed in a national forum comprising a federation of trade unions, a national employers' organization and the government ;
- The average wage levels which will pertain to an industry may be established by collective bargaining, either through an industry-wide contract or through a convention of pattern bargaining ;
- Differences around the industry-wide wage level — for experience, seniority — may be the subject for co-determination in each individual plant.

The co-determination which has evolved in Europe has long historical roots and now has, in several countries, the sanction of law. In West Germany, where the tradition is perhaps oldest, worker committees with rights of consultation on personnel and social matters were voluntarily initiated in the 1850s, contemporary with the first collective agreements and the evolution of trade unions towards a national movement. In Canada, there are instances of co-determination lying outside the collective agreement, which have

...the scope of matters which can be subject to co-determination is virtually unlimited

been adopted voluntarily by management, but they have been occasional. Our practice has been to limit the method and scope of employee participation in management decisions to the formal provisions of the collective agreement.

The advantages co-determination can bring to a system of labour relations are essentially of two kinds :

- A non-adversarial and more flexible and expeditious means of communication between employers and their work forces, and of employee involvement in decision making, that exists apart from but operates in tandem with the collective agreement ; and
- an alternative to unionization and collective bargaining as the means of balancing the interests of employees and employers in those sectors of the economy which are not now organized.

Co-determination, if it works, improves industrial relations and carries with it all the attendant benefits of less conflict, and fewer disputes and work stoppages, together with greater employee participation, motivation, and productivity.

The problems in making co-determination work are that it depends for its effectiveness on the attitudes and abilities of understanding and compromise which the parties bring to the process, and it requires some displacement of the existing balance of power between manage-

ment and unions. For management, it opens up new fields of decision making to scrutiny and question by employees. For unions, it sets up a parallel means of employer-employee relations and infringes on their occupancy of this field.

If co-determination does not work, once formally established by law, it may either wither into a pro-forma and non-productive use of management and employee time ; or it may present a more disturbing alternative which could complicate and render more difficult management's decision function and turn it into an additional arena of employer-employee tension.

Mandatory co-determination in West Germany has been in wide practice in two forms since the passage of the Works Constitution Act in 1952 : Works councils at the plant level, and employee representation on boards of directors (supervision) at the company level.

Co-determination, if it works, improves industrial relations and carries with it all the attendant benefits of less conflict

There have been precedents in the 1920s and in the immediate post-war reconstitution of the German coal and steel industries.

These two institutions of co-determination constitute one of the several elements of the West-German system of industrial relations. The others are :

- **The Federation of German Trade Unions** and the **Confederation of German Employers Association** : These two bodies counterpoise

each other at the national level. They participate, along with the federal government and others (banks, commercial institutions) in statutory quarterly consultative meetings on the state of the economy. They seek to co-ordinate the collective bargaining of their respective members and dispose of some disciplinary power to this end.

- **Collective Bargaining:** there is both a more limited scope to bargaining and a greater emphasis on pattern bargaining in West Germany than in Canada. The collective agreements tend to focus pre-eminently on the base rate of pay and on levels of fringe benefits, leaving other conditions of work to be settled by co-determination. It tends to be province-wide in scope rather than plant- or company-wide as in Canada. The settlement in each province-wide agreement tends to be based on a nation-wide pattern-setting agreement.

- **The Council of Economic Advisors (The Five Wise Men):** reviews the state of the economy and issues periodic forecasts. These forecasts are an important reference point for the parties to collective bargaining, and positions tend to be developed only after the forecast is out.

- **The Integration of Organized Labour into the Political Process, Conciliation and Mediation:** in 1975, seven (of twenty-five) members of the executive council of the Federation of Trade Unions were members of the ruling Social Democratic Party, and two of the Conservative Party. The government does not dispose of specific statutory power to order the parties back to work or into arbitration or conciliation. Mediation is the preferred mode of the parties, and it is common for a (federal) cabinet minister to act as

mediator when a pattern-setting round of bargaining breaks down.

- **Labour courts:** there are approximately 120 of these in West Germany. They form part of the judicial system — they adjudicate on interpretation of the terms of collective agreements and on those matters the law has placed within the purview of works councils (including individual grievances) and on which agreement with management has not been possible.

If co-determination does not work...it may wither into a pro-forma and non-productive use of management and employee time

In West Germany, works councils are mandatory in any establishment in which five or more permanent employees decide they want to establish one. The works council is comprised of employees only. Its size depends on the size of the work force. Employee time on the council and other costs must be borne by the employer. The main points of a works council's mandate as set out in the Works Constitution Act are:

- to see that effect is given to acts, ordinances, safety regulations, collective agreements and work agreements;
- to make recommendations to the employer and to negotiate for their implementation;
- to promote the rehabilitation of disabled persons and others in need;
- to promote the employment of the elderly;

- to promote the integration of foreign workers.

The Act also gives a works council a measure of control equal to that of management in:

- setting rates of pay. This involves the setting of differentials around the base rate negotiated in the collective agreement. The base rate tends to stand as either a minimum or a benchmark applying to both the organized and unorganized employees.
- the structuring, organization and design of jobs, including starting and finishing times;
- the movement of staff, job grading and dismissals;
- health and safety regulations and programs.

The Act requires that meetings be held at least once a month between the works council and management. It specifies that there be consultation between the employer and the works council on all financial matters affecting the enterprise. Issues falling within the purview of the works council on which agreement cannot be reached with management may be referred to the labour courts for adjudication.

The West-German board of supervision occupies a halfway house between the North American board of directors and management. The board of supervision is, by law, elected both by the shareholders of a company and its employees. In turn, the board appoints the management board of the company.

The Works Constitution Act requires *minority* employee representation on the boards of supervision of *all* publicly held corporations and of private companies and

co-operatives employing more than 500 workers. The Act goes further for the coal and steel industries. It requires these industries to have equal representation of employees on the board. Under an amendment to the Act early this year, equal employee representation has been extended to all companies of more than 2,000 employees. Under this new system of equal representation, the chairman of the board is elected by the shareholders only and has a casting vote.

The boards of supervision must ratify all decisions of management on company policy and on other questions going beyond the day-to-day operation of the business.

Employee involvement in decision making extends, under the West German mode of co-determination, across the broad spectrum of management decisions. Employee representation on both the boards of supervision and works councils is on the basis of universal suffrage of the work force involved. The unions have no special status, except the right under the recent new amendment to the Act, to nominate two of the employee representatives to sit on the board.

Through the board, the employees are informed of company policy, and are placed in a position to influence that policy. Through the works council they are similarly informed on the day-to-day operation of the business; here their ability to actually co-determine questions is greater: on some matters — staff transfers, hirings, firings, and job gradings — their consent is required, and on others they have the ability to have unresolved issues referred to the labour courts for arbitration.

Unions have less exclusivity in representing employee interests to management under the West German system of industrial rela-

Employee involvement in decision making extends, under the West German mode of co-determination, across the broad spectrum of management decisions

tions than they do in Canada. But at the same time, the West German unions have greater certainty and assurance in representing the labour force's interests in the economy as a whole to government.

Union shops in which all employees in a certain occupational category must be members of the union are not common in West Germany. Most plants employ both union and non-union members. The works council represents all employees alike. It is the council, rather than the union, which handles the day-to-day contact with the employer and assumes responsibility for the administration of the collective agreement, grievances, and the rights and standards of employment laid down by government regulation.

Collective bargaining, on the other hand, is virtually the exclusive domain of the 16 industrial unions comprising the Federation of Trade Unions. There are only isolated splinters from the federation, and few independent locals. The collective agreement is generally province-wide in scope, rather than company or plant-wide as in Canada; the individual local probably enjoys less autonomy than here. Union certification is a matter of tradition rather than of law.

Once the collective agreement is concluded, however, it is the works council, rather than the union, that

negotiates with the employer its application in specific terms to the particular plant. Differentials around the base rate, the setting of rates above the collective agreement scale and the application of scale to non-union members are the responsibility of the works council. Union and non-union workers tend to be paid the same.

Connaghan, in his report *Partnership or Marriage of Convenience?* advanced the following "proposals for action":

- As a means of making key groups within Canadian society more aware of the Canadian economic milieu, both in terms of domestic markets and international trade, the federal government could form a consultative group drawn from all major economic units in Canada. Such a body would have as its primary purpose the review of the economy and would be based on the West German "concerted action program" model.

By bringing together for periodic review of the economy, such groups as banks, financial institutions, business organizations, trade unions and all levels of government, for these groups would realistically evaluate the true state of the economy before placing undue pressure on it by the imposition of higher interest rates, increased prices, or high wage demands.

In order to give the program credibility, and to indicate the commitment and involvement of the central government, the program should be under the direction of the federal minister of finance.

Recognizing the jurisdictional problems involved in labour relations in Canada, it may not be possible to adopt a centralized approach for the collective bargaining component of the

economy. However, this problem could be overcome by ensuring that the collective bargaining parties are represented on a provincial basis.

- Another German innovation which Connaghan says is worthy of duplication is the work of the Council of Economic Advisors ("Five Wise Men"). This approach, which provides factual and credible economic data, has been credited with providing the various economic groups including unions and management, with a realistic evaluation of the state of the economy.

In Canada, a similar body could be formed either as part of the existing Economic Council of Canada or as

a completely separate and independent agency. Irrespective of the organization, the economic panel should be staffed by independent and reputable economists drawn from the academic sector. It would be important that the findings and forecasts of the panel, be given widespread publicity by the government.

- One of the unique features of the West German labour-management system is the involvement of the collective bargaining partners in the political process. Nowhere is this involvement more noticeable than in the procedure used in making changes to legislation affecting labour-management relations. This approach could assist in removing

the sense of alienation on the part of either labour or management, when changes in labour legislation are introduced in the various jurisdictions in Canada. In addition, such an approach could assure a high level of acceptance.

In order to ensure that there is maximum input from both labour and management on changes to legislation affecting labour relations, all jurisdictions, federal and provincial, should be encouraged to review their existing legislative procedures and make whatever changes are necessary, so that full consultation can be held with the collective bargaining parties in advance of legislation being introduced and passed into law.

What do workers want?

Workers, like managers, typically express a rather pragmatic interest in workers' participation.

...Workers evaluate participation schemes basically in terms of a perceived personal pay-off. They will ask themselves the rational question: "What do I get out of it?"

Numerous participation schemes have failed in the past, precisely because the workers did not perceive any personal pay-off resulting from them. If workers do not see this pay-off in a participation scheme, the likely result will be that the scheme is perceived as a management instrument — or even a trade union instrument geared to union organizational ends — which really does not serve the workers' needs. A worker is a rational being who is only willing personally to participate in organizational decision making if he expects that through participation his own goals can be advanced.

Much has been written about true goals of workers. Obviously, these goals are multi-dimensional in character but they can be reasonably summarized as follows: income security, job security, higher wages, good working conditions, pleasant social relations, and interesting work. Some of these workers' goals cannot be furthered through direct participation at the shopfloor level.

Decisions regarding income security, job security and wages are generally taken at organizational levels far removed from the shopfloor. Indirect or representative systems of workers' participation were constructed exactly to safeguard these important workers' goals as much as possible.

An argument presented on several occasions during the OECD seminar in Versailles, in 1975, was that workers, like managers, are

interested mainly in direct forms of participation. Questionnaire studies from different countries were cited in support of this argument. In a variety of countries, it appears that a majority of workers favour the general notion of workers' participation in managerial decision making.

Where workers' representation on the board of directors exists, the majority of workers support this institution; however, a relatively small proportion of workers express interest in *personally* taking part in bodies concerned with higher level decision making. This is certainly not surprising since most forms of indirect participation are not close to workers' concrete experiences at the shopfloor. On the other hand, the proportion of workers interested in personally influencing decisions directly related to their own work situation is substantially higher.

In terms of a concrete example, these findings can be interpreted as workers having a more active

- It is widely recognized in contemporary German labour relations circles that the construction industry has the highest level of labour-management stability of all German industries. This is due to the unique relationship between the collective bargaining partners as well as the introduction of certain innovative benefit programs for workers and contractors within the industry.

The full extent of this relationship and the true impact of the benefit program cannot be adequately covered in an article of this length. The reasons for the construction industry stability are sufficiently important that further examination and study is warranted.

Unions have less exclusivity in representing employee interests to management under the West German system of industrial relations than they do in Canada

Accordingly, the federal government could provide leadership by appointing a commission of inquiry to study in depth the labour-management relationship in the West German construction

industry. The commission should be composed of representatives of both labour and management drawn from provincial organizations. It should have the authority to visit West Germany and examine the labour-management relationship at first hand and to invite representatives of the German construction industry to visit Canada for discussions.

- The degree of sophistication and the professionalism exhibited by the West German trade unions is worthy of duplication. This is an area which could be of value to Canadian labour relations and one in which the federal government could take certain initiatives.

interest in direct participation than in workers' participation on the board of directors. This finding — plus the demonstrated fact that workers' knowledge about the functioning of the representative institutions is rather restricted — led some of the delegates at the seminar to the conclusion that forms of participation other than direct participation were externally imposed on management and workers alike.

This conclusion, with its distinct practical implications for management policy, is open to debate, however. Some observers of the industrial relations scene maintain that from a historical perspective, trade unionism is the only form of participation which organically developed from within groups of workers. The fact that today only small percentages of union members regularly attend their union's meetings does not imply lack of support for the union and its policies.

Tentatively, it can be concluded

that workers are not so much interested in the *processes* of indirect participation (trade unions, collective bargaining, board representation) as in the *outcomes* of these processes: the general protection of their individual jobs and income. ...[There is] an analogy between the workers' lack of knowledge about the participatory institutions and the average citizen's lack of knowledge about matters of government and politics generally; absence of detailed knowledge does not imply lack of support for these institutions.

Management policies based solely upon direct participation could therefore lead to serious repercussions. Not all workers' goals can be met through this type of participation. Indirect forms look mainly after the extrinsic aspects of work (wages and working conditions — the distributive issues in labour-management relations), while direct forms of participation tend to focus more on the intrinsic work aspects like the degree of

variety, autonomy in work, and the character of the social relationships — generally the more integrative-oriented issues. This does not imply that the different forms of participation should not interact with each other. On the contrary, communication and co-ordination between the different participative institutions and processes is necessary to reach higher levels of achievement in terms of both management's and workers' goals.

From the perspective of the individual worker, the different forms of participation serve his different needs and interests. Effective management will only be possible if these different needs and interests are explicitly recognized in organizational policies and practices.

From: **Workers' Participation**
final report on an international management seminar convened by the Organization for Economic Co-Operation and Development, March 1975.

The federal government, either individually or on a joint basis with the provinces, could initiate programs designed to encourage both labour and management to inform labour-relations practitioners on a range of relevant subjects which would equip them for their work and responsibilities in collective bargaining and in day-to-day industrial relations activities. This could be accomplished in a number of ways:

- Through labour-management institutes established and administered by government, or
- by government-sponsored labour-relations programs at educational institutions, or
- by providing financial assistance for the establishment of programs to be administered by either labour or management or on a joint basis.

In order to assist in the development of a higher sense of awareness among the collective bargaining parties of economic matters, the federal government, by providing financial assistance, could encourage the establishment of economic research institutes to be administered individually or jointly by the collective bargaining parties.

- Collective bargaining trends, including innovative programs and approaches to labour relations problems in other countries, could prove valuable to Canadian labour relations practitioners.

To insure that this kind of information is made available, the federal government should consider

...Connaghan has proposed to the federal department of labour that it initiate further study of the works council concept

the establishment within the Canada Department of Labour, of an agency to disseminate such data. This information could be distributed to labour-relations practitioners throughout the country on a continuing basis.


- One of the reasons given for the success of the West German labour-relations system is the presence of well-established bargaining structures. On the union side this has been accomplished by having only one union in each industry. The emergence of a strong, highly-centralized management bargaining agent in each industry has added to the stability. Within the West German construction industry, the existence of only one union has overcome many of the inter-union jurisdictional disputes which have become commonplace in the Canadian construction industry.

While some progress has been made in Canada in forming more effective collective bargaining structures, more progress is needed if labour relations stability is to be improved. The federal government and provincial governments could assist in the development of more harmonious labour-management relations by encouraging the establishment of collective bargaining structures based on the West German model.

- Worker participation in the management process is another reason given for the success of the West German labour-management system. Worker involvement now is an accepted fact by both the union and management groups. The full West German co-determination model, with employee participation at both the works council and board of supervision levels, would have little chance of being widely accepted in the contemporary Canadian industrial relations milieu because of its historical development and its social and political evolution. Despite this, the works council approach has served in West Germany as a vehicle for developing trust between the collective bargaining partners.

With this in mind, Connaghan has proposed to the federal department of labour that it initiate further study of the works council concept with a view to modifying the West German model to fit the Canadian labour relations environment, or at least to identify those facets of the scheme which could improve our labour-management relations. This could be done in a number of ways.

One method would be to select a number of West German industries for examination by groups of labour and management representatives from equivalent Canadian industries. These groups should have the authority to visit West Germany to examine the day-to-day operations of works councils.

Another approach would be for the federal government to encourage the establishment of works councils on a test basis in the public service or in selected Crown corporations. 

Co-determination in Canada: what forms could it take?

by Paul Malles

All industrialized countries of the West have developed industrial relations systems based on collective bargaining. As a German trade unionist once remarked, the issue of *co-determination* arises in fact as soon as the determination of wages and working conditions changes from a master-servant relationship to negotiations between legally equal partners. Collective bargaining, therefore, is by definition already a form of co-determination. The nature of the collective bargaining process largely determines the scope and specific institutional forms that co-determination assumes.

The most basic difference between the European and North American bargaining systems concerns the levels at which collective bargaining takes place. The typical American and Canadian collective agreement has — with exceptions that only confirm the rule — remained a contract between an individual employer (enterprise) and his work force, represented by the union of the workers' choice. In Europe, where centralized trade union and employer organizations have grown up side by side, industrial relations has developed as an organization-to-organization relationship to which the individual employer and his work force are subject.

Thus, when collective bargaining, after long resistance by employers, finally took hold in Europe it did so under circumstances that greatly furthered the centralization of negotiations. This tendency was

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enhanced by the pressure of postwar reconstruction and the needs of economic planning. In consequence, the typical European collective agreement, whether negotiated nationally or sectorally, became a common denominator for a wide variety of enterprises operating under differing conditions of profitability and productivity.

Among the major industrial countries of Europe, only France knows universal minimum wage legislation. A number of other countries rely on legal "extension of contract," or have minimum wage regulations for specified groups of workers. Thus the European central collective agreement left a gap that needed to be filled by a plant-level institution to control the observation of the collective agreement and of labour standards law. These plant-level institutions now provide machinery for redress. Most important, they provide an instrument for adjustment to the requirements and abilities of the individual enterprise.

The institution of such machinery at the plant and/or enterprise level became a necessity. We therefore find elective plant level bodies usually under the name of "works councils" established by agreement

or more often by law, which may be — as in Germany and Austria — composed entirely of employee representatives, or which may be joint labour-management bodies.

If we then look at what goes under the rather emotionally evocative term of "co-determination," we see that to a large extent, the corresponding agreements and laws endeavor to establish machinery for dealing with matters that are normally included, as a matter of course, in North American collective agreements because they are already geared to the conditions, requirements and the individuality of the enterprise in question. Furthermore, one of the consequences of the centralized organization-to-organization relationship between management and labour prevalent in West Germany is the frequent lack of union presence at the enterprise and plant level. In consequence, European trade unions have for years attempted to strengthen their influence within and over the works councils.

Virtually all the changes and reforms of works council agreements and statutes in recent years have put emphasis on the relationship between unions and these plant- or enterprise-level bodies. The German federal minister of labour stated in connection with the revision of the German Works Constitution Act that it had "to guarantee a stronger presence of the trade unions and an increase in their rights and functions within the enterprise" —

a part of the revision to which the employers objected most strongly. Similarly it may appear rather surprising that as late as 1974, the Swedish Government found it necessary to take recourse to an "Act concerning the Position of Trade Unions' Representation at the Work Place."

Although many of the co-determination aspects of the various works council Acts are substitutes for enterprise- and plant-level bargaining, it must not be overlooked that their statutory character confers such rights not only on the work force in organized enterprises but also on the unorganized. This is particularly true of West Germany, where behind the imposing façade of trade union organization in a number of key industries and in the public services only about 35 per cent of the labour force is organized. The statutory imposition of works councils on unorganized firms provides a machinery for agreement and redress that otherwise would be lacking.

Obviously, if we move from "plant level co-determination" within the framework of the works council system into the area of what is sometimes called "enterprise co-determination" — labour representation on managerial or supervisory bodies — the issue takes on an added dimension. Whereas the practical importance of the works council system under conditions of centralized bargaining is evident, in the case of participation of labour representatives on managerial bodies it becomes much more difficult to disentangle the various motivational and ideological factors from the practical issues. In particular, it is difficult to discover what tangible benefits the labour force is to derive from such representation.

The most basic difference between the European and North American bargaining systems concerns the levels at which collective bargaining takes place

The first legislation establishing the principle of a labour presence on managerial bodies (boards of control or supervisory boards) was passed in West Germany as far back as 1920 and incorporated in the Works Council Act of that year. Undoubtedly this Act was heavily influenced by the revolutionary events of the preceding years, which also saw for the first time the concept of collective bargaining enter into public law. The issue came to pre-eminence again after the Second World War, first through orders imposed by the Allied occupation authorities, and then through the laws of the reconstituted Federal Republic of West Germany. Not, however, without lengthy parliamentary debate and after a threatened general strike in the coal and steel industry. It has remained a central theme of West German trade union policy ever since.

The German co-determination system is based on two pieces of early postwar legislation, the Works Constitution Act of 1952 (as amended and revised in 1972) and the Co-determination Act of 1951 (and the supplementary Act of 1956) applicable only to the coal and steel industry. The 1976 Co-determination Act extends this system — with two restrictions — to all companies with more than 2,000 employees.

The earlier Acts were preceded by corresponding laws imposed by the

Western occupation authorities. They were motivated by distrust of German management, especially in the heavy industries, because of the role it had played in bringing the Hitler regime to power and the strong support it had given the regime during the 1930s and the War.

To establish a countervailing power based on labour and the trade unions, many of whose leaders spent the War years in concentration camps or exile, seemed to be a safeguard against a repetition of this experience and a guarantee of a pro-Western orientation of German labour. German industrial management submitted, not only because it had no other choice, but also because it realized that only with the willing assistance of labour could the German industrial base be saved for the tremendous task of postwar reconstruction.

...European trade unions have for years attempted to strengthen their influence within and over the works councils

Two additions to the 1952 Act also should be mentioned. One concerns changes in job design and work environment and is directed toward the adjustment of the production process to human requirements. These are subject to consultation, with final reference to the Conciliation Committee. The other concerns the relationship between the trade unions and the work councils. Although intended to strengthen the position of the unions in this regard, it failed to satisfy union demands and was strongly opposed by employers. It may well have contributed to the

continuing drive of the unions to be represented on managerial bodies.

Leaving the politico-ideological ramifications aside, what has the German co-determination system produced in practical terms? This is not easily answered. There exists an abundance of ideologically-oriented literature, but only very few studies that deal objectively with the matter.

As far as the Works Constitution Act is concerned, there is little doubt that in the course of time, the works council system has, for obvious reasons, found the full approval of the work force. In fact, whatever surveys have been made have shown that as far as individual workers and employees are concerned, their understanding is to equate co-determination with the works councils.

The statutory imposition of works councils on unorganized firms provides a machinery for agreement and redress that otherwise would be lacking

On the employers' side the works council system has equally found approval. The fact that in general, the employers deal with the trade unions only in centralized negotiations, (with their employees through the works councils) may well explain this approval of the Act.

Even the provision of the Act that calls for minority or partial co-determination within boards of control is no longer regarded as a particular threat to managerial prerogatives. This may be less

surprising when considering that whatever evidence exists seems to indicate that the labour representatives on the boards of control have in the main been concerned with the traditional labour issues — particularly job security.

In a generally booming economy, the cost of "social plans" in case of rationalization and automation was easily and willingly borne by the enterprise. Even in the area of investment, the main concern of the labour representatives appeared to be what effects it would have on jobs. In the area of fringe benefits it is difficult to isolate the effects of co-determination from what a labour-hungry management in a very tight labour market would in any case have offered to bind workers to the enterprise.

As far as wages are concerned, this is seldom a matter that is dealt with by the boards of control. The upward adjustment of wages from the centrally agreed minimum (the so-called "wage drift") is located at the works council level. In fact, critics have often charged that the system encourages what is sometimes called "plant egotism" or "plant patriotism" which may contradict general wage earner interests or national economic policies. This has reached the point where even the trade unions are finding it worrisome and argue for the presence of outside trade union officials so as to have "the opportunity to bring to bear overriding interests of the working population as a whole on the activities of the individual enterprise."

One may also ask whether the West German co-determination system has contributed over lengthy periods to the relative absence of open industrial conflict in that country. A definite conclusion

Co-determination is an umbrella term for many issues common to all industrial relations systems

cannot be reached because too many other factors are involved. There are many other ways in which labour's dissatisfaction can express itself. Nor have sporadic and wildcat strikes been totally absent. Moreover, with the exception of France and Italy, there has been since the late 1950s — until very recently — a general absence of major conflict in most Western European countries, even without the elaborate West German co-determination system.

If the purpose of co-determination is to establish a balance between the rights of ownership and the rights of labour in managing the production process, there is an inherent logic that leads the issue back to the question of ownership. For many decades the issue was seen in terms of public versus private ownership. In more recent years, there has been a perceptible change in that respect in a number of European countries. One of the reasons may be the development of the welfare state, made possible by the rapid recovery of the European economies following the Second World War, and, until very recently, the relative absence of unemployment, the persistent and regular increases in real incomes and standards of living. All this created a climate in which there was little impetus for radical change in the social structure in favour of nationalization. Also, there was the outright rejection of Soviet communism which clearly established dangers for the

democratic labour movement under conditions of total state ownership.

If state ownership was not the ideal form of industrial democracy, was there an alternative? From the late 1960s and early 1970s onward, a new idea began to emerge — co-determination. Yet, co-determination itself raised the question of whether labour would have to carry the responsibility for economic decision making in areas over which it had no control — unless labour obtained ownership rights. As co-determination gained ground, so did the idea that it had to be supplemented by efforts to secure *co-ownership* for labour.

It can hardly be denied that Canadian collective bargaining in its present highly-fragmented stage is confronted by many problems

We cannot enter in this context into the details of the various schemes and programs that have been developed for this purpose. It suffices to refer to the German Acts concerning Capital Accumulation in Workers' Hands introduced first in 1961 and elaborated in 1965 to widen the scheme so that collective agreements could be used for the purpose of encouraging savings subsidized by government premium payments. This scheme turned out to be highly effective as a savings plan contributing to the exceptionally high savings rate in Germany, and incidentally as an anti-inflation measure. However, it missed the point as far as labour's co-ownership was concerned. New plans for collective profit-sharing

and investment funds for labour are now in preparation.

As for the Canadian situation, our labour force is still large and growing. However, according to estimates of the Economic Council of Canada, as early as the end of this decade, the annual growth of the work force will be reduced from the usual 3 per cent annual average, to less than 2 per cent, and by the middle of the next decade it will fall to about 1 per cent. In other words, without an appreciable increase in productivity, the rate of economic growth in Canada may well decrease by over one-half within the next 15 years, with all that entails for our standard of living.

If co-determination in Canada is seen as a means to improve the qualitative use of a much better-educated labour force by engaging its latent initiative and sense of responsibility, then the question is no longer whether or not to adopt co-determination but what institutional forms it can or should take within the Canadian industrial relations system.

Obviously, any answers attempted here can only be highly speculative, if for no other reason than that the issue has as yet never been posed except in highly generalized terms. Nevertheless, "co-determination" questions, such as the issue of management's rights, and especially residual rights, have been in the forefront of Canadian concern. The question of whether the "boss-bossed" relationship between management and its employees is the only or even the best way to organize the production process and contribute to greater productivity has also been raised in the Canadian context.

In other words, co-determination is an umbrella term for many issues

Collective bargaining...is by definition already a form of co-determination

common to all industrial relations systems.

The co-determination systems in Europe are in the main, the outgrowth of a centralized negotiation system that creates its own set of problems just as the fragmented Canadian system has created its own. Indeed one may conclude that in so far as the practical purpose of co-determination is concerned, there are few, if any, questions raised by the issue that in principle could not be taken care of by a combination of collective bargaining and public policies. Seen from this point of view, a change in attitudes rather than radical institutional change is required.

Nevertheless, some doubts remain as to whether co-determination can be easily dismissed in the Canadian setting. The question is not simply whether the Canadian collective bargaining system can *in principle* deal with the issues of co-determination but whether it does and can do so in practice?

It can hardly be denied that Canadian collective bargaining in its present highly-fragmented stage is confronted with many problems. Many of the issues involved are issues of a long-range nature. Yet, the lengthening negotiation periods, often far beyond the expiry of contracts, would indicate that periodical collective bargaining is already over-burdened by trying to resolve plant-level problems that

arise in the intervening period under conditions of rapid change.

May this not be, quite apart from the wage question, among the reasons not only for the increasing frequency of open conflict, but also for illegal strikes, and above all for the time it takes to settle a dispute?

For example, advance notice and/or consultation prior to the introduction of new production methods are lacking in about 75 per

...is the reliance on collective bargaining alone... realistic considering the limits on existing collective agreement coverage in Canada?

cent of agreements covering bargaining units of 200 and more employees. No provisions concerning industrial safety are included in many contracts. Hardly any provisions deal with the question of older and handicapped workers. Only about half of the agreements provide for the establishment of labour-management committees. May all that — and more — not indicate that there exists after all even within the Canadian collective bargaining system an institutional gap at the plant and enterprise level?

Moreover, is the reliance on collective bargaining alone, even if supplemented by public policies, quite as realistic as it may appear at first glance, considering the limits on existing as well as potential collective agreement coverage in Canada? It is not unreasonable to assume that at present, collective

agreement coverage only barely exceeds 35 per cent of all wage and salary earners. This may well suggest that a very large part of the Canadian labour force, and within it groups that are the most in need of protection, depend entirely on the doubtful efficacy with which even the minima established under employment standards law are enforced.

This is not to deny that there still exists a large margin for the further spread of collective bargaining. However, even if all the impediments to collective bargaining inherent in the present system of the statutory bargaining unit and union recognition were removed, and all employer resistance were to cease, the purely financial and physical limitations placed on the Canadian trade union movement in its organizing and servicing efforts in a country of the size of Canada and a labour force spread over a very large number of small enterprises make it likely that a sizeable portion of the labour force would still lack the protection and enforcement machinery of a collective agreement.

There may be other alternatives, but one could legitimately ask whether a system of statutory works councils — with well-defined rules as to decision making and consultation rights — would not have certain advantages as a corollary to collective bargaining:

- as a prerequisite for consolidation — if not necessarily centralization — of the present highly fragmented bargaining system;
- to create greater uniformity in working conditions, which at present depend largely on the bargaining priorities and power relations at any given time;

The co-determination systems in Europe are in the main the outgrowth of a centralized negotiation system that creates its own set of problems...

- to simplify and unburden the periodic negotiation process through an instrument of continuing negotiation/consultation during the period of the contract and thus reduce the incidence of open conflict;
- to assist in breaking through the barriers inherent in a purely hierarchical enterprise structure between the units which plan and supervise the production process and the units which carry it out;
- to facilitate and directly involve the work force in experimentation with new work methods of job assignment and job design, to strike a better balance between the needs of efficient production and the needs and aspirations of the individual worker; and
- to provide better protection for wage and salary earners who are not covered by collective agreement, especially if the envisaged statutes stipulate as right and duty of the works councils the control over the observation of labour standards law, and if the councils have recourse to a conciliation and arbitration procedure not unlike that normal under collective agreement.

Such a system would not interfere with the structure of a Canadian company. In fact, it could simplify and consolidate existing plant-level

institutions and make existing labour-management committees more meaningful.

On the other hand, international experience has shown that the introduction of statutory plant level bodies has invariably given rise to the thorny issue of the relations between such bodies and the trade unions. This could, however, be ascribed primarily to the weak linkage between the unions and their membership in individual enterprises and at the shop floor under a centralized organization--to-organization relationship.

In Canada that problem may well be less acute, first of all because in all contract negotiations the negotiation team will normally contain employees of the firm, and because in larger companies the local union as such is identical with the labour force employed in the enterprise. However, the law could provide that local unions may supervise the elections to the works councils and establish ex officio membership of local trade union officials.

More serious could be the objection that the application of such a law to unorganized enterprises may in practice add another impediment to trade union organization and collective bargaining if it confers benefits of procedures which at

present are available only under contract.

It is rather difficult to establish in practical terms what labour representation on managerial bodies has meant, and in what areas of enterprise activity the presence of such representation has made any real difference in corporate decision-making.

A system of statutory works councils...could simplify and consolidate existing plant-level institutions and make existing labour-management committees more meaningful

Nevertheless, it hardly needs stressing that labour representation on managerial bodies raises far more fundamental questions than are involved in the establishment of representation bodies at the shop level.

Even quite apart from the broader aspect of the role of the corporation in modern society, its responsibilities toward the

shareholders, its labour force and the community at large — questions which may have to find their answers quite independently from the co-determination issue — labour representation on managerial bodies would have to be examined on three grounds:

1. What is its purpose? 2. What managerial bodies are involved? and 3. How would labour participation fit into the structure of the Canadian corporation?

A labour presence whose purpose is merely to serve — as the present Swedish model appears to imply — as an opportunity for labour to be informed in advance about the intentions of executive management or to receive more information as to the financial and economic situation and prospects of the enterprise, is one thing. If it were to involve participation in actual decision-making on issues of broader corporation policy, this would far more directly affect corporate structure and in particular the division of functions and powers between boards of directors and executive management, a point on which our present corporate law is rather silent. [9]

The foregoing was condensed from a report prepared by Paul Malles for Labour Canada.

Industrial democracy West German style

by Rudolf J. Vollmer

In private industry, worker participation operates at two distinct levels — the shopfloor and the board of directors. On the shopfloor, the Works Constitution Act (1972) establishes a network of works councils throughout Germany in every establishment in private industry employing more than five persons.

The council is not a joint body, but represents exclusively the workers. Candidates for membership do not have to be union members. They are elected for three years in a secret ballot by all employees of the firm. On the shopfloor and, in particular, in plant bargaining, German unions can exercise influence and power only if they can manage to get elected to the works council.

Part of the works council's job is to ensure that all employees are treated equally and fairly; to see that effect is given to all Acts of Parliament, statutory instruments, regulations, safety rules, collective agreements and works agreements for the benefit of the employees; and to promote the employment of the elderly and disabled.

The works council has an equal say with management in deciding such matters as pay, working time, hiring, firing, promotion, training, deployment and transfer of workers, safety and pensions.

The members of a works council enjoy special protection and certain privileges to make them independent and efficient in their job. They cannot be dismissed by the employer while holding office.

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In larger companies, the chairman and other members of the works council have to be free from production work so that they can devote all their time to works council matters. The employer must provide appropriate facilities for the works council, and must defray all costs arising out of the council's activities.

In companies employing more than 100 workers, the works council appoints an economic committee of between four and eight members. It is entitled to information on all important matters, including manufacturing methods, automation, production programs, and the financial situation of the company.

If there is a deadlock between employer and works council on matters where the works council is entitled to co-determination, either side can bring the case before a joint arbitration committee, under an independent chairman, for compulsory arbitration.

In economic policy matters, particularly in the case of investment, it is the employer who has the deciding word.

Although 80 per cent of all works councillors are trade union members, in a system where

non-union workers also have the right to vote and to be elected, the membership of works councils could easily change to the disadvantage of the unions. The main area where trade union and works council interests overlap and could therefore clash is that of collective bargaining. In practice, conflicts seldom occur. This is because West Germany has a dual system of collective bargaining — trade union bargaining and works council bargaining — with on the one hand a clear-cut distinction between the two and on the other overriding union influence.

Collective agreements between unions and employers are normally negotiated on a regional or national basis in one particular industry rather than at the level of the individual company. With the exception of a few big firms who negotiate their own house agreements, the counterpart of the union on the employers' side is not the individual company but the regional employers' association. On the union side, the bargaining power lies with the regional and federal offices of the individual union.

Union agreements usually lay down minimum wages and working conditions. They are normally supplemented by plant agreements that may improve the terms achieved by as much as 40 per cent. As a general rule, plant agreements are negotiated by the works council, not by the unions. Works councils can in law only negotiate on matters that have not yet been settled by the unions in collective

agreements at regional or national level. Union agreements always supersede plant agreements. This means that the union can override the plant bargaining privilege of the works council by asserting its own right to negotiate at a higher level. Furthermore, the works council is not allowed by law to call a strike in support of plant bargaining. It may use an overtime ban, however, often a much more effective weapon. It may also veto management decisions where under the Works Constitution Act it has the power to do so, or refer the matter under dispute to arbitration.

The decision when, where, against whom and how to strike is reserved for the unions. As a result, the power of collective bargaining ultimately lies in the hands of the unions. Through the rule that the works council has to operate within the framework of collective agreements, the unions influence and control even those works councils where their members are in a minority.

It would appear that the works council system has three great advantages beneficial to industrial relations in Germany:

- Though not perfect, it tends to create or at least favour a democratic balance of power between employer, works council and workers.
- It secures friendly co-operation between management and works council as representative of all workers and employees of the enterprise.
- It promotes industrial peace on the shopfloor.

In short, through their works councils workers in West Germany have achieved such influence and power that, today, they have an equal say with management in all

decisions which are vital for their employment. This also gives to the unions a tremendous influence on the shopfloor, especially in plant bargaining. The only snag is that their members must be able to get democratically elected to the works council. In Germany, the unions have achieved this aim. They are practically running the works councils.

West Germany has a dual system of collective bargaining — trade union bargaining and works council bargaining

Although similar co-determination rights have recently been achieved in the public sector, the scope for worker participation here continues to be more narrowly defined and restricted than in private industry. The influence of employees on the general policies of their departments is fairly limited.

Under the 1974 Personnel Representation Act, personnel councils have to be established in all public agencies and enterprises. The rule is one council for each office, although very small and scattered units may be allowed to form a joint council.

The head of an office or unit has to meet with his personnel council for discussion at least once a month.

The personnel council has an equal say with management — in such matters as hiring, firing and promotion, pay and working time, assessment and control of work performance, layout of the workplace, training, accident

prevention and appointment of medical and safety officers.

In all these cases, management action can only be taken subject to personnel council approval. Where there is failure to agree, the head of the office or the personnel council can refer the matter to a higher level. If there is still no agreement, the final decision lies with an independent arbitration committee composed of equal numbers from both sides under an independent chairman.

Unlike the single-board Anglo-American system, German companies have two boards: a supervisory board and an executive or management board. The supervisory board appoints the management board, scrutinizes the company accounts and is responsible for all major policy decisions. The management board conducts the day-to-day business of the company. The responsibility of both boards is solely to the company, not to the shareholders.

When the 1976 Co-determination Act is fully implemented by 1978, German workers will have three levels of board representation: genuine parity with shareholders in the coal and steel industry; one third representation in companies of between 500 and 2,000 employees; and "equal" representation in firms outside coal and steel with a work force of over 2,000.

The unions prefer the first level. Here all boards have an uneven number of members: 11, 15 or 21. On a supervisory board of 11 members, for instance, five will be appointed by the shareholders and five by the workers. The 11th member — known as the "neutral man" — is co-opted jointly by the two sides of the supervisory board. He represents the public interest and has a casting vote in the event

of a deadlock between the two sides.

In the coal and steel industries, the employees are also represented on the management board by an elected labour director. He has equal rights and responsibilities with his co-directors, who are usually the technical and commercial directors of the company. The labour director is, of course, generally in charge of employment and social questions. He is invariably a union man.

The new Co-determination Act, passed in April 1976, represents a complex political compromise achieved after years of detailed and sometimes painful negotiation. It is not yet full parity because it ensures that the shareholders will prevail if there is a deadlock.

The new legislation affects 7 million workers in 650 firms making up 70 per cent of German industry. It embodies the following principles:

- The supervisory board in every major company will be made up equally of workers' and shareholders' representatives, usually 10 from each side.
- Of the 10 workers' representatives, seven are chosen from the shopfloor and from the staff of the company, and three must be union officials from outside.
- The workers' side on the supervisory boards must represent all employees in the company, and must include at least one senior executive.

The supervisory boards will be composed equally of shareholders'

...an atmosphere of "social partnership"...is one of the main reasons for industrial peace in Germany

and workers' representatives in the following proportions:

- Firms up to 10,000 employees — 6:6
- Firms with from 10,000 to 20,000 employees — 8:8
- Firms with over 20,000 employees — 10:10.

Both sides of the supervisory board elect jointly a chairman and his deputy, one from each side, by a two-thirds' majority. If this cannot be obtained, the shareholders provide the chairman and the workers his deputy. In the event of deadlock it is the chairman who has the casting vote.

Both unions and employers dislike the new legislation but realise that they have to learn to live with it. For the employers, it goes too far. For the unions, it does not go far enough.

Besides their role as industrial partners, West German trade unions and employers play an important part in government and public administration.


In Parliament, more than half of all deputies are union members. And they have developed considerable skill in pushing demands through Parliament that otherwise they could not have hoped to achieve by collective bargaining. On the other

hand, both unions and employers in Germany are prepared to accept the responsibilities that come with power.

Health insurance, old age pensions, industrial injuries and unemployment insurance, employment services, occupational training, retraining, and rehabilitation are in practice run and financed by both sides of industry. All these services are administered by self-governing public corporations which enjoy organizational and financial autonomy.

This means that public funds representing more than one quarter of Germany's total gross national product are to a large extent jointly run by both sides of industry.

Joint responsibility for social security, employment services, training and rehabilitation has helped to create an atmosphere of "social partnership," which no doubt is one of the main reasons for industrial peace in Germany. Employers and trade unions may in collective negotiations quarrel about how to divide the cake. But they basically agree that it is their joint task to make the cake big.

It is accepted, today, in Germany that human skill and mobility have become the most important factor for economic growth, even more important than capital. We believe, therefore, that our technical, economic and thence social progress depend more than ever before on what we are ready to spend on health, education, training and social security. Government, trade unions, and employers in Germany agree that social policy has become a "pacemaker of economic progress." 

Workers' participation — the European experience

by Friedrich Furstenberg

In several Western European countries the focus of union activities traditionally has been upon influencing large-scale social and economic policy or at least shaping industry-wide wage levels and conditions of work. In such cases, special provisions were needed to ensure adequate functioning of industrial relations at plant or enterprise level. Therefore, we find the emergence of representative systems within the enterprise, serving the interests of the work force.

With regard to the plant- or enterprise-wide representation of workers' interests, we can distinguish between representative bodies limited to employees only (works councils), like in West Germany, Austria and Italy, and such bodies with joint membership of labour and management representatives (joint committees). The latter can be found in the Netherlands, Belgium, France and Scandinavia. While these bodies are based upon national agreement both in Scandinavia and Italy, in the other countries mentioned, they are established by legislation.

As far as concerns workers' participation on managing boards, only two types have drawn larger attention: the labour-director in West German co-determined coal and steel industries and the worker-director in the British steel industry. The West German labour director, usually nominated by the trade unions, acts as a full member

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of the managing board, mostly performing the functions of a director for personnel and social affairs. The worker-director in the British Steel Corporation is also nominated by the unions, but he is not vested with any managerial function or executive responsibility.

In West Germany, numerical parity between shareholders' and employees' representatives on the supervisory board has been limited to the coal, iron and steel producing industries. In the other industrial sectors — as in Austria — the proportion of workers' representatives on the supervisory board has been limited to one third of the members. Even the recently adopted co-determination law covering all companies with more than 2,000 employees, establishes a decisive majority for shareholders' representatives by granting the deciding vote to the chairman, who must be of their group. In other Western European countries like the Netherlands, France and Denmark, worker representatives on supervisory boards are minority groups and in the French case, even restricted to purely consultative functions.

Several striking features of works

councils both in West Germany and Austria should be kept in mind when evaluating their activities.

- They are elected by all employees of the enterprise. They are formally independent of the unions.
- They cannot call a strike, but they have the right to sue management in case of breach of contractual or legal provisions. In such rare cases, the labour courts come into action. Failure to agree usually leads to the issue being referred to an arbitration tribunal.
- A wide variety of rights is granted to works councils — covering information, consultation and co-determination.

In West Germany and to a lesser degree in Austria, the legally provided rights of works councillors far surpass the rights of their colleagues in other countries, the shop stewards in Britain included.

Nevertheless, the system of works councillors creates certain problem areas, limiting the effectiveness of participation. Each works council operates within a social tension field, comprising its constituency, management and the union.

Its proper functioning therefore depends largely on the attitudes of these groups and the chances for establishing a "neutral" zone of

co-operation. The works council is supposed to function as a connecting link between employees, trade unions and management, serving as a kind of buffer between conflicting spheres of interest.

The relations between the works council and its constituency are largely shaped by the problem of proper representation. Employees in modern plants are split up into numerous formal and informal groups each with its own goals. Consequently, it is difficult to reflect this structure in the composition of the works council. Usually, some groups, such as female workers, shift workers or foreign workers, are under-represented. Evidence shows that among blue-collar workers, the higher skill grades have better chances to get their candidates elected. Usually, blue-collar and white-collar employees have separate lists of candidates.

For the most part, a newly-elected works council has to face a certain amount of antagonism toward and lack of interest in its work by the voters. In larger plants, unavoidable bureaucratization of the works councils' activities intensifies such existing alienation. The appointment of "Trusted Men" in each workshop and office often helps to facilitate two-way communication between works councillors and their constituents. The findings of empirical research underline the trend towards re-election of the chairman of the works council, thus making this office a quasi-professional function.

Likewise, the widespread activities of the works council require a growing specialization of its members in order that they may negotiate effectively with management experts. There is a wide range of special committees, the most common being committees for

problems of wage setting, for accident prevention, for problems of white-collar employees, for problems of female workers, juvenile workers and apprentices, for social welfare, and for problems of physically handicapped workers. Thus, an orderly-functioning works council usually has a quite complex structure. The more it is able to match management's qualifications during negotiations, the more its members become professionalized, thereby creating social distance between themselves and the average employee.

The works council is supposed to serve as a kind of buffer between conflicting spheres of interest

The institution of works assemblies, which take place during working hours, has not proved to be a sufficient means to neutralize oligarchic tendencies within the works council. Since most employees are not interested in detailed reports on the works councils' procedures and since only great successes, plans or political problems prevent persons who are present from falling into paralyzing lethargy, the discussions seldom remain relevant. Though such meetings are required to be held four times a year, an empirical study of the West German electronics industry has shown that they take place quite irregularly. Out of 104 plants surveyed, they were conducted once in 19 plants, twice in 33 plants, three times in 35 plants, four times in 15 plants, and not at all in 2 plants. There was also a noticeable trend towards a steady decrease in the average participa-

tion of employees in these works assemblies.

Management usually attempts to utilize the works councillors' functions for its own purposes and to integrate them into the existing social system of the factory. This is usually done by inviting the works counsellors to assume functions or to organize social activities offering the employees some material gain.

Administration of social institutions, control of working conditions according to the provisions of law, and especially participation in selecting workers who have to be laid off in cases of work shortage, are examples of works council activities supporting the personnel department.

Though there are some cases where the works councils identify themselves thoroughly with managerial policy, other cases can be observed where the works councils show a high degree of militancy toward management. In the long run, the success of a works council is guaranteed only when it is identified neither too closely with management nor with trade unions.

The relationship between works councils and the union poses the problem of solidarity. In spite of the legally autonomous status of the works council, councillors are usually union members and often act as union officers in the higher ranks. Membership in a works council also is an important step in a career, ultimately leading to the office of union secretary, or even political office. There also are strong informal organizational ties between the works council and the union. Newly-elected works councillors are trained in union seminars and they also receive special information and advice necessary for their activities. In

conflict situations, trade unions are the only organizations that can strengthen the works councils in their dealings with management.

On the other hand, works councils have to act successfully within the enterprise, thus taking into consideration both workers' interests and managerial goals. There are issues where a certain "company-mindedness" of the works councils conflicts with a union policy. West German unions also are far from totally controlling the composition of works councils. In the elections of 1968 within the Siemens Company 41 per cent of newly-elected works councillors were not organized in the union. Shortly after the elections, however, most of them became members.

In conclusion, the works council is a marginal institution at the cross-point of three large interest groups: management, trade unions and the employees of the enterprise. Only in a few cases will it be possible for one of these groups to constantly use the works council for its own purposes. In most cases, the works council will make policy according to its real situation, trying to find a workable solution to the problems of representation, plant-integration and solidarity. Very much depends upon the diplomatic skill of its members and their level of knowledge. But its success or failure is decisively influenced by external factors. If there is a peaceful situation between employer associations and trade unions, and full employment due to an economic upswing, there will be good chances for a successful working of the works council. In other situations, the conflict within the larger society will also affect the works council by provoking instability.

The greatest industrial relations achievement of the works council is perhaps the establishment of

rather smoothly functioning grievance and negotiation machinery within the single plant and the larger company. This enables unions to concentrate upon a policy directed toward larger social and economic issues and provides at the same time the proper representation of employees' interests.

The greatest achievement of the works councils is perhaps the establishment of rather smoothly functioning grievance and negotiation machinery

Works councils based upon agreement seem to be less exposed to the dangers of formalized relations and may permit greater spontaneity of action.

Labour directors were established in the West German mining and iron and steel producing industries by the Co-determination Act of May 21, 1951. They are appointed in the same way as other members of the managing board but they cannot be appointed against the wishes of the employees' representatives on the supervisory board.

These directors usually are men trusted by the unions. Though a special concern of the labour director is the execution of policy on personnel and social matters, he participates fully in the shaping of general company policy, which has to be jointly laid down by the members of the managing board. Thus, a basic dual allegiance is established: the labour director is responsible both for effective management and effective representation of the workers' point of view.

In 1960, about two thirds of all labour directors were in charge of the entire personnel organization, but only between one third and one half of the labour directors played an actual part in the employment and dismissal of those staff members not covered by collective agreements. Experience has shown that the labour director can handle his difficult situation only by attempting to become fully integrated in management and socially recognized by his colleagues on the board.

Labour directors, usually are not recruited from among works councillors or union members. They have high qualifications and tend to be experts rather than politicians. From the employees' and unions' point of view, their main function is shaping personnel and social policy within the enterprise so as to reconcile economic and social requirements. In practice, this amounts to introducing modern methods of personnel management.

There is no direct representation of workers' interests within the managerial board outside the mining, iron and steel industries.

In dealing with workers' representation on supervisory boards, two types of legal provisions have to be considered. In case of minority representation, members elected by the work force cannot influence decisions against the will of shareholders' representatives. Such situations are typical of supervisory boards with a two-tier structure in Austria, France, the Netherlands, Denmark and in West German industry subject to the Works Constitution Act. The latter prescribes that one third of the members of supervisory boards, in joint stock companies, and limited liability companies with more than 500 employees, have to be

employee representatives nominated by the works councils.

The second legal type is workers' representation on a parity basis. Thus far this has been achieved only in the West German coal mining and steel industries. The Co-determination Act prescribes a parity of "capital" and "labour" representatives, the former being nominated by the shareholders, the latter by works councils and unions. Both parties elect one "neutral" man. Although the recent Co-determination Act adopted by Parliament extends this system to all German companies with more than 2,000 employees (LG, June, p.290), there are two restrictive provisions. At least one employee representative must be nominated by the so-called "Leitende Angestellte" (employees with managerial functions). In conflict situations, the chairman (nominated by the shareholders) casts the deciding vote.

In order to evaluate the functioning of workers' representation on supervisory boards, one has to take into account the proper meaning of these institutions in Europe. The legal function of supervisory boards is mainly the election and control of the managing board. In practice, especially during periods of booming business, the actual activities of supervisory boards do not amount to much more than co-ordination, advice, and formal ratification of decisions already made by the managing board. In West Germany, supervisory boards usually convene once every three months, making their activities rather remote from actual managerial practice.

In terms of actual power relationships, minority representation of employees on supervisory boards must be seen as a means of improving consultation

and information. Works council members on supervisory boards certainly have some advantage over their direct partners in plant management, who quite often get only second-hand information rather late. Though workers' representatives have no decisive veto rights, their consent usually is valuable to shareholders' representatives. They may therefore achieve some compensation for the work force.

...the voting procedure is less important than the informal consultations preceding it

One typical case was the decision for a higher dividend taken by the supervisory board of a big West German automobile firm. Workers' representatives at first objected to this decision until a high bonus payment for all employees was granted at the same time. The interests of workers' representatives of course focus on all measures likely to affect employment conditions, such as changes in the proprietorship of the firm, plant closures, changes in products and production. Early information on plans in these areas may help the works councils to take appropriate measures. On the other hand, preliminary decisions taken by the president of the supervisory board, may quite often block workers' influence.

The functioning of co-determination in the West German coal and steel industries has been subject to several empirical studies, the most recent being the Biedenkopf Report of 1970. West German supervisory

boards operating on a parity basis, did not bring about revolutionary changes in company policy. The boards are operating rather smoothly and unanimous vote is the rule. This is fostered by legal provisions and by the already-mentioned fact that decisions very often amount to approval of plans already discussed in detail at lower levels. Therefore, the voting procedure is less important than the informal consultations preceding it. They usually take place between works councils and union officials on the one hand and employers' representatives and members of the managerial board on the other. The neutral member on the supervisory board usually does not act as the caster of the deciding vote — his functions are rather those of a mediator.

The decisive problem for supervisory boards is setting long-term goals for company policy. Under West German co-determination, profit-orientation is not really questioned. Major projects by management have not been prevented by workers' representatives, as can be seen by analysing merger proposals or the issue of pit closures. Workers' representatives, however, have been able to demand proper consideration of social aspects in such situations. Thus, supervisory boards have become interested not only in technical and economic but also in social matters, particularly organizational restructuring.

The Biedenkopf-commission did not find any evidence that there has been a severe breakdown of confidence, or action by workers' representatives against the well-being of the enterprise. On the contrary, the rather problematic restructuring of the West German coal mining industry proceeded without any major strikes and social unrest, which certainly is due

largely to workers' participation in all major decisions in this matter.

In sum, present provisions in Western Europe for workers' representation on supervisory boards do not amount to real co-determination in all managerial affairs. The very structure of supervisory boards and the legal framework within which they operate offer rather indirect opportunities for influencing company activities. It is the managerial board that decisively shapes the technical, economic and social reality of the enterprise. The authority of management decisions is not questioned by the representative system, but the basis for its legitimacy has been changed.

In order to understand the implications of representative participation through works councils, managerial and supervisory boards, such institutions have to be regarded within the whole system of industrial relations. It is particularly important to notice that such types develop successfully only where they fit in the overall system. Countries with company unions like


Japan or with plant bargaining like the United States or with negotiating union bodies at plant level like the shop stewards in Great Britain cannot, at the same time, develop works councils of the West German type. All attempts to introduce such types of councils in

...present provisions in Western Europe for workers' representation on supervisory boards do not amount to real co-determination in all managerial affairs

such situations usually fail because they are considered as rival institutions by the unions. Strong union activities directly focussing on plant issues place any additional worker representation in a minor and, at best, consultative function.

Besides considering the aspect of system congruence, one must be aware of the prevailing basic

ideological orientations. Countries with a militant labour movement, aiming at workers' control over production means, such as Italy and France, are not likely to develop supervisory boards where shareholders' and employees' representatives jointly decide and jointly assume responsibility for their decisions.

Finally, one should consider critically the proper place of any representative type of participation within a given industrial relations system. The rather smooth functioning of West German works councils and co-determined supervisory boards with all its positive effects upon a stable economy has been open to substantial criticism. One main argument is the still obvious lack of opportunity for participation and involvement of the average member of the work force. 

The foregoing was condensed from an address to the second International Conference on Trends in Industrial and Labour Relations held May 24 to 28 in Montreal.

Worker participation in Canada?

by Donald Rumball

The summer of 1976 has the feel of spring fever for labour relations in Canada. There's change in the air as unions and management bat about new ideas and directions with a nonchalance that would have been impossible even last year:

- The Canadian Labour Congress has set the government and business on their ears with its proposals to establish "tripartism" in the process of national economic decision making. Government, labour and business should share equally in the construction of economic policies, the CLC says — and it looks as if the government, at least, is prepared to give the idea some serious thought.
- The Canadian Paperworkers Union has declared a policy of examining ways and means of breaking the vicious confrontation of last winter's strike through some form of worker participation in management decisions — and some of the companies are buying it.
- The United Steelworkers of America has pioneered union/management co-operation in major bargaining units with its co-operative wage study (which establishes wage differentials within the bargaining unit on the basis of a point system agreed to by the union and management) and its health and safety clauses, which allow union officials to inspect working conditions.

District 6 Director, Lynn Williams stresses that these initiatives are all

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part and parcel of the collective agreements and therefore do not change anything in the system — but they do represent a voluntary acceptance by the companies of a union role in what have been considered purely management functions.

- Tom Eberlee, federal deputy minister of labour, has publicly endorsed a study of labour relations in West Germany commissioned by his department. The report was written by Charles Connaghan, vice-president of the University of British Columbia and a former labour relations director of the B.C. Construction Labour Relations Association.

Connaghan's report suggested that there are certain aspects of the German system that could reasonably be adopted in Canada although he cautions that the system as a whole could not be transplanted here holus-bolus. There has been some severe criticism of Connaghan's report by labour relations practitioners but Eberlee's endorsement indicates that Labour Canada is looking hard for new ways of doing things.

No-one needs to look very far to understand why. Last year, Canadian strike statistics were second only to Italy's (a fact that has been repeated ad nauseam in the press) and the figures for this year are already substantially worse than 1975.

It's only fair to point out that this disastrous level of strife is heavily concentrated in public sector bargaining where the whole process is relatively new and negotiators on both sides are still feeling their way.

The \$64,000 (or million or billion) question is where are we headed? The two countries in Europe that have collective bargaining structures most like ours are Britain and Italy — no more need be said.

It's downright dangerous these days to suggest that Canada should copy the Europeans (or anyone else for that matter) as conventional wisdom holds so strongly that "foreign" systems cannot be transplanted here. Nevertheless, it is instructive to look at what's happening in Europe, where labour relations are being fiercely debated, and see what parallels we can draw from the process of change.

The current debate in the European Economic Community is currently stalemated but the change that has already occurred since the Second World War is profound.

Perhaps one of the more important points to note is that most of the countries that are held up as models of labour/management bliss in Europe were propelled into new directions through dramatic traumas. West Germany is the obvious example but Sweden is comparable — the present Swedish system evolved in the 1930s, after nasty labour riots that ended with policemen shooting workers in the streets.

Few Canadians would want change under those circumstances yet things seldom change without an

external force to act as a catalyst. It can be done, however. Switzerland and Holland have developed worker participation in the management of organizations without trauma but these countries benefited, perhaps, from fertile political grounds for change in this direction. Switzerland's democratic institutions are the most developed in the world and Holland's Socialist governments since the last war have encouraged the Dutch to follow the example of their neighbours in Germany.

The extraordinary thing is that Canada seems now to be in the fortuitous position of being ripe for change without having had to experience a terrible trauma (and, no matter what union leaders say about the AIB, it cannot be compared to war and shooting in the streets!). Change there will be, then. But how?

Before attacking specific questions, it is important to consider the basic principles that underly worker participation. Canada could develop its own brand of worker participation but only after all parties are agreed on the basic principles. These are:

- An organization's work force ranks as an asset of equal value and importance to its capital stock. The traditional capitalist view of labour as one of many "materials" used by capital to produce a profit cannot co-exist with worker participation. This view of capitalism is not a rejection of the economic system — there is still the "free market", the stock market, competition and profit, but countries where worker participation has caught on now regard labour as a partner with capital.
- Democracy does not stop at the factory gate. This is the other leg of the socio-economic system that must surround worker participation if it is to work. It

...Canada seems now to be...ripe for change without having had to experience a terrible trauma...

does not challenge hierarchies or organization but it means that decisions within an organization are at the confluence of upward and downward pressure rather than the military model of all orders coming from on high.

- Job enrichment. This does not mean redesigning industrial or clerical jobs to make them more interesting — some jobs are incapable of redesign without a serious loss of productivity and, besides, a not insignificant proportion of the labour force is not interested in challenging jobs. There are situations where jobs can easily be enriched for those who want it, but there is also tremendous scope for improvement of working conditions and facilities that can turn a thoroughly undesirable job into something quite pleasant where the individual worker is treated as a human being rather than a robot.
- The level of government intervention in the labour relations process recedes to a role encompassing emergency operations only. There *must* be a residual role for government but the European labour relations systems seem to work best when there is a commitment from both the unions and management to resolve their own problems without resorting to a third party that both would try very hard to manipulate.

I doubt there's a union in Canada that would reject these principles — but what about management? At

first blush, the answer would seem to be that management would resoundingly reject at least some of these principles.

Union leaders in Canada complain bitterly that management simply refuses to recognize unions as a useful institution. The seminars on "How to keep the union out," the complaints that "the pendulum has swung too far to the unions" and the marked distrust that many industry leaders have for unions and their leaders would all seem to support this view.

This is in strong contrast to countries like Germany and Sweden where the unions are widely respected (even in disagreement) and are integrated into the most elevated economic structures of power or influence. Even Britain's Trades Union Congress wields huge influence with both government and business.

It's not hard to understand the fears of Canadian businessmen. More union power would inevitably restrict, to a degree, their freedom of movement in the management of their organizations. But then, perhaps the paralysis of labour strife restricts that freedom even more.

Less frequently articulated is the fear of many managers that if the unions are let in the door they'll gobble up all management rights and end up controlling everything.

Once unions become part of the establishment, they are sooner or later going to ask for some ownership in the organizations they work for. Germany has its Capital Accumulation Act allowing company employees to invest in the company's stock (or in the stock of other companies). The Swedes are locked in debate over the design of their "profit and capital sharing" schemes (the unions want a central fund where individual workers cannot withdraw their stocks

whereas the employers' federation wants employee investments to be locked in for only 5 to 10 years). The Danes broached a scheme some years ago that would lead to a workers' fund controlling most of industry by the end of the century but it was abandoned in the recession. The Histadrut in Israel now owns a huge conglomerate with even more power than the German unions' massive investments.

That's heady stuff for North American businessmen and perhaps accounts for their deep-seated aversion to giving unions any responsibility. Perhaps they should remember, however, that ownership of companies (or substantial interests in them) has generally given union movements a different orientation, with a sounder understanding of the nature of profits and the macro-problems that all business may face.

Besides, why shouldn't unions own or control companies? Perhaps our adversary system has locked both sides into stereotyped thinking that assumes, on management's side, that union-ownership would be "irresponsible", and, on the union side, that corporate control would compromise their role as adversary.

This, of course, raises the second major problem with worker participation in Canada. Even ignoring the long-term possibility of capitalist unions, what should the union's role be in a system of worker participation?

The adversary system is neat and tidy — the company pursues profits and the union pursues better wages and, to a lesser extent, better working conditions. No conflict of interest here.

Worker participation is another story. There are two parallel systems of employee representation — the union and the

workers who sit on boards or works councils as elected representatives of their fellow workers in their company or plant. Under the new German system, for example, companies with more than 2,000 employees will have 10 employee directors — three union officials, one management nominee, and six elected by salaried and hourly employees on a proportional basis with no requirement that the elected directors be union members.

...worker participation can be made to work in Canada...

The major fear of the unions under worker participation is therefore that the system would undermine their role as spokesman for the workers and that the company would seduce the workers into docility.

And, even if that doesn't happen, how can a union bargain against a board of directors that includes some of its union members? Managers might agree, saying how can they negotiate when some of their directors are on the other side?

For people locked into the adversary mould, the questions are unanswerable. The Europeans make it work, however. Perhaps the answer lies in the observation that the worse a company's labour relations are, the more adamant is management's and the union's rejection of worker participation.

Where there's bad blood, the union seeks *control* with watertight clauses that can stand up in court, and management reacts with fear that the union is trying to "take over."

But, where there's trust, co-operation and a significant sharing of information, agreement *can* be reached because both

parties can recognize basic mutual objectives even if the lines are blurred by conflicts of interest.


In case this should seem too foreign, there are examples in Canada where this type of situation exists. Labbatt's Breweries practise "single team bargaining" where union and management agree first what the problems are, then attack together the best contract wording to solve the problem. At first, both sides thought this approach would be suitable only for non-monetary items but they have found to their astonishment that it can work on monetary items too (LG, May, p.250).

It seems, then, that worker participation can be made to work in Canada but it is clear that any attempt to try it out must be designed correctly, or both sides will be worse off than they were before.

Most important of all, both parties must be sincere and be prepared to show that sincerity by giving worker participation some teeth. That means a whole new style of management. There can be no "secret" meetings of management before the meetings with the worker representatives in order to set up the meeting so that management gets everything its own way (a common ploy in Britain and France).

That may mean giving the worker representatives veto powers over certain decisions (maybe hours of work, vacations) and the right to obtain information when they are directly affected (plant closings, subcontracting or foreign expansion, for example).

The worker participation package means management acceptance of a strong union movement that can educate its members and speak to companies on an equal footing.

Maybe that's asking a lot, but what are the alternatives? 

The social and historical roots of co-determination in West Germany

by John Clarke

A tour of West Germany made a couple of years before Chuck Connaghan went there to find out why German labour relations were so successful left me with two overwhelming impressions.

The first was a widespread fear of inflation. The second was an equally broad fear of unemployment. Neither was expressed openly, for the West Germans are immensely proud of their economic success and want it accepted as the product of the power of positive thinking. Everybody pulling together for the good of the nation as a whole.

They have a lot to be proud of because they have kept the rate of inflation down to the lowest among the most heavily industrialized nations. And, apart from a short period in 1974-75, unemployment has been virtually non-existent by comparison with other European nations and North America. The Germans, of course, are themselves nicely cushioned by the existence of a large immigrant work force from the poorer nations of the soft underbelly of Europe — Greece, Turkey, Italy, Yugoslavia and a few others. These immigrant workers are the first to feel the chill of unemployment and they simply go back home.

The Germans are positive thinkers to the extent that they don't want to repeat the errors of the past. They have very vivid memories of what inflation led to — the collapse of the Weimar Republic and its replacement by Hitler. They know

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that unemployment gave Hitler the political base he could call his own. He built his dream of a greater Reich on the Germans' yearning for a better way than unemployment and inflation.

And the Germans remember that once he had established himself in power, Hitler proceeded to destroy the freedoms on which a record of progressive labour-relations since the early 1800s had been based in Germany. The labour movement virtually ceased to exist under Hitler and the corporate giants like Krupp became rich in money and satiated in political power during the Third Reich.

The Germans have many mistakes to avoid in the future and they work daily and diligently to avoid them in their economy. So labour relations for them are very much a state of mind around which the mechanisms Connaghan applauds in his report have been built. It's against that background that the report should be viewed, for the German success would have been impossible without the motivation provided by those twin fears of inflation and unemployment.

The mitbestimmung or co-determination, which is the rock foundation of German labour relations, is almost a literal

translation of the desire to avoid those terrible mistakes of the 1930s. Connaghan found it reflected at two levels.

First, co-determination begins at the lowest rung of the ladder, the factory floor, through the works councils. The works council has been misunderstood in North America as giving the worker down at that level a direct voice in the major policy decisions of the company for which he works. The council deals primarily with issues directly affecting the employee in the work place only and has nothing to do with policy-making in a clear, direct way.

Its duties include policing the broad collective agreements negotiated by unions or labour standards imposed by the government in companies where no unions exist. It can make recommendations for improvements for the staff and for the general operation of the business. It has equal control with management over setting of individual pay rates, starting and finishing times (in other words, the establishment of shifts), supervision of health and safety regulations and matters of a similar nature that have to do directly with the worker in his working environment.

The employer must consult with the works council on proposed changes in the employer's buildings, plant equipment, work procedures and operations.

Members of works' councils are

elected by their colleagues and they in no way represent the trade unions, even though they may belong to a trade union. The point is that they are councils of the workers, not the unions. The councils vary in size according to the size of the plant and the number of workers.

Second, the workers' voice *is* heard in the policy-making of the company through what is called the board of supervision, roughly equivalent to the board of directors in the North American context.

These boards comprise 20 members — 10 representing the shareholders' interests, nine representing the workers (three of whom are directly from the trade union concerned) and one from middle management. The chairman is elected by the shareholders' group alone. In the case of tied votes, he casts the deciding ballot so that, in theory at least, numerical control remains with the shareholders.

It's at this second level that workers' interests are protected in markedly different fashion from North America. This technique of co-determination has progressed from fairly rudimentary mechanisms imposed by the British on the coal, iron and steel industries in Germany in the early postwar years. The British feared the alliance of industry and the Hitlerite politicians and were determined to smash it. It's ironic that the same co-determination techniques have not yet surfaced in Britain itself.

But the reason, according to Connaghan, is found in the social and historical fabric of Germany. Before Hitler, the labour movement was given a heavy consultative role in the national economy, and after Hitler, the Germans have been

determined to maintain and develop a relationship between labour and industry in which both have an equal interest in and responsibility for the health of the economy.

Connaghan found a remarkable absence of legislation governing labour relations and collective bargaining, as I did. There is virtually no legislation regulating illegal strikes or lockouts or setting out penalties for them, or for union certifications (except that unions must remain politically independent), or picketing or technological change.

The German model...has been designed for a much less complicated economy and social structure than ours in Canada

Unions do not need to conduct ratification votes after they've negotiated a contract. They *do* need such a vote for a strike and to approve a settlement after a strike.

The obvious advantage of this system is that settlements can be reached on the basis of rational economic argument and not on the need for a union leader to score politically with his membership. It's not surprising then that Connaghan found a high standard of expertise and business qualification among union leaders highly trained in either economics or political science.

In this sense, West German unions are a much less political movement than their counterpart in North America. This freedom from political pressures gives economic research and statistics a greater role than seems possible here.

The large employers' groups and the centralized unions maintain large, well-trained research staffs. There is, somewhat surprisingly, little attempt to co-ordinate their statistics or to synthesize them through a central government office. But, because of the absence of political pressures, and the high standards in the research work by both sides, there is remarkably little quarrelling over facts.

It's against this background that the reports of the so-called Five Wise Men and the Concerted Action Program provide guidance for economic action and collective bargaining.

Since 1963, the Council of Economic Advisors — the Five Wise Men — has been publishing reports on economic forecasts. Those reports have been so good and so accurate that they have become accepted by both labour and management as reliable and credible.

But the real work is done through the Concerted Action Program (CAP), launched in 1967. Under federal government auspices, all "groups in society having an effect on the economy," to use Connaghan's words, meet every three months. No decisions are taken at these meetings, which are meant to be high-level educational sessions in which there is very little debate. But the information is expected to be used by the participants in "a rational and intelligent manner, whether for collective bargaining purposes or in setting commodity prices or interest rates."

Says Connaghan: "It is obvious, based on discussions with highly placed trade unionists and senior management officials, that this program has been successful in reducing the level of expectation in collective bargaining."

How often have we heard our expectations being blamed for our current problems with inflation? Connaghan says realistic demands in Germany have produced collective agreements without great difficulty.

Aside from realistic bargaining, the German worker's concern for the economy in which he earns his living is reflected in a number of other ways. Under what's called the Capital Accumulation Act, workers can take part in a form of systematic saving. Employers and employees contribute a like amount toward a total maximum of \$250 a year and the government chips in with an added grant of 30 to 40 per cent. The money thus accumulated can be used as special savings, funding to buy a home or a lot, to buy company shares or as an investment loan to the company, or to buy insurance premiums.

Connaghan views this legislation as providing the worker with "wider ownership of the national wealth."

And, of course, the trade unions are deeply involved in the economy as owners of some of the largest companies, especially in the construction industry and in banking. With so few strikes, they have the cash to invest in that way. But by being directly involved, the unions have a much broader appreciation of the problems of the economy as well as its advantages.

To what extent could the German model be applied in Canada? Not very far, I suspect, not because it isn't a good model but because it has been designed for a much less complicated economy and social structure than ours in Canada.

One other impression that trip to Germany left with me was of the compact, homogeneous nature of the country. One has only to fly over Germany to realize how tightly

Unions in Canada place much more reliance on political solutions than do the Germans

the 63 million or so people live together in an area about half the size of British Columbia. They work in an economy based almost totally on manufacturing and highly developed skills.

By contrast, Canada comprises at least five economic regions, each with its own history and tradition, with its own disciplines and with economic pressures and circumstances peculiar to its region and therefore separate and distinct from the others. British Columbia's interests, even though the province considers itself part of the West, are not synonymous with those of the Prairie provinces. Indeed Alberta may be moving out of the "Western" camp by developing a complex petro-chemical industry based on oil and natural gas, with which neither Saskatchewan nor Manitoba will have anything in common. Ontario is heavily into manufacturing but Quebec has a mixed resource-manufacturing economy. Such industry as exists in the Maritimes is of such small scale as to bear no relation to the rest of the country.

There are many more contrasts in Canada than in Germany, to which are added the strains of political imbalance. The federal power exists almost exclusively in Ontario and Quebec because of the weight of population there and this has led to relationships between the federal authority and the political powers in the outer economic regions that can best be described as tenuous. The western regional economies, for instance, bitterly resent taxation on

resource extractive industries heavier than that on manufacturing, based primarily in central Canada.

West Germany, of course, has its state governments and economic regions but nowhere are there the contrasts that seem to make Canada so vulnerable.

It's this sense of vulnerability that has convinced Canadian workers that their interests are best looked after in a form of international unionism. Most of them belong to trade unions headquartered in the U.S. Although the trend toward domestic Canadian unionism is growing, the dependence on this bi-national trade union organization is still much stronger.

There's a very good reason for that. The Canadian economy is the happy hunting ground for U.S. multinational corporations, just as Canadian multinationals are finding increasingly fertile ground in the U.S. As far as those companies are concerned, North America is already a common market and it is relatively easy for a corporation to shift production emphasis from one country or region to another if changing conditions warrant it.

Through bi-national union organizations workers can and do push for standardized conditions to remove the multinational corporation's advantage. This in turn makes it very difficult for unions to merge into the larger, more centralized structures which the Germans have, and which would be necessary if the German economic model were to be applied here. The Canadian Labour Congress has for the last five or six years been trying to encourage unions to merge but the process is painfully slow. In the total picture progress has been so negligible as to be almost non-existent.

Canadian unions also tend to

confine their interests to the economic regions in which they operate and, while they may belong to the CLC, they are virtually laws unto themselves with little real communication with union organizations in other regions. The woodworkers of B.C., for instance, have little in common with the auto workers of Ontario. So the national structures, which are part of the German model, are hard to develop in Canada because the economic experience, statistics, union and employer organization are different, region to region.

The natural result of these divisions is that unions in Canada place much more reliance on political solutions than do the Germans. They believe their objectives can be achieved only through the use of political power. With political power they could, as a matter of national policy, set the basic social standards they believe workers should have. That is why they are formally aligned with the New Democratic Party, through which they hope to gain that political power.

While they remain so aligned, it would be expecting too much to think they could offer enough co-operation either with employers' groups or with governments of other parties to make co-determination on the broad German scale work in Canada.

Canadian trade unions believe neither the federal government nor employers are ready to give them the role in society that German unions have been given and have accepted. They say the imposition of wage and price controls over their objections and without a commitment to a basic restructuring of the economy and the means of income distribution is proof of society's determination to keep labour out in the cold.

So Canadian unions look for some heavy political changes before they'd be prepared to have a look at the German concept.

Besides, the German system has not produced personal gains for workers that would compare favorably with those of North Americans. West Germany may have kept its inflation rate down but it's still one of the most expensive places in the world to live, much more expensive, for instance than Great Britain. Working conditions generally aren't as good as in

The incentives that encourage development of the West German model are missing in Canada

Canada. And, rightly or wrongly, Canadian unions believe they are being asked to enter a compact in which they would give up some of their bargaining power with little increase in their national role in return.

With a national history and experience so different from Germany's, the incentives that encourage development of the West German model are missing in Canada. There is no national conscience about the way the trade unions have been treated by the political powers. Inflation and unemployment have never threatened the political fabric of the country or weakened the political institutions on which our freedoms are firmly based. Until the early 1970s the labour relations systems of the country have worked well enough to produce the highest standard of living below the U.S.

Connaghan wisely warns against

the temptation to "transplant the West German system in a wholesale manner" to Canada. But he sees some value for Canada in the German ideas about regular economic meetings involving all participants in the economy, the Five Wise Men forecasting procedures, greater consultation with management and labour in the formulation of labour relations legislation, more sophisticated and professional trade union leadership, and the works council concept to give workers a more direct role in forming their immediate working environment.

They are all very fine ideas. But without a commitment to full co-determination on the German model they are not much more innovative than some of the ideas kicking around Canada for years. The Economic Council of Canada is supposed to bring all participants in the economy together regularly. The Conference Board is as fine a forecasting agency as the Five Wise Men. The reason that consultations before labour legislation is introduced don't work very well is that the trust is not there. And plant committees that exist in many Canadian operations could quite readily be enlarged into the works council system.

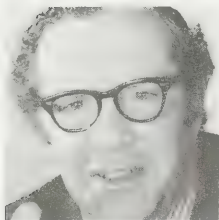
Connaghan's proposals should not, of course, be easily dismissed. They represent a judicious though limited response to the German experience. But neither should they be allowed to engender any more hope than they really offer.

Ultimately Canada's labour relations problems will be resolved only through a home-grown system that reconciles the peculiar difficulties of the country. Finding those solutions will not be easy and perhaps the best way to look for them is one at a time until a new climate has been developed. [g]

Prospects for industrial democracy in Canada: Four views

The following texts are based on remarks made at a panel on worker self-management sponsored by the Canadian Political Science Association, held in Quebec City in June.

Photo Features



Industrial democracy is workers' control

by Gilbert Levine

Judging by the articles and statements that have appeared recently in the popular and financial press, one might be led to believe that the prospects for industrial democracy in Canada are extremely good. Most of the articles cite favourable experiences with experiments in industrial democracy in several European countries, notably West Germany.

Let me quote a few examples: *The*

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Toronto Star in an article entitled "Worker democracy is creeping into the boardroom" in March, 1975 states:

To both its ardent supporters and its most bitter opponents, industrial democracy is a kind of

passive industrial revolution. At the least, it is a changing order in industrial relations which is moving into a new phase in Europe and attracting growing interest in North America. It is held at least partly responsible for the enviable record of industrial harmony in most Western European countries.

A senior editor of *The Financial Post* specializing in

(Continued on page 438)



A skeptical view of the West German model

by R. Kent Rowley

I do not believe that we can talk reasonably about "industrial democracy" in a capitalist society such as Canada.

Those who speak of this industrial democracy assume, as far as I have been able to observe, that the present economic system will continue to operate — with a certain amount of window-dressing — to quieten the workers, that is, there will still be private ownership

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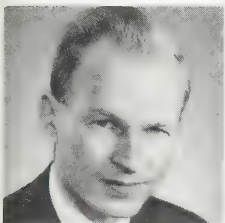
of the basic means of production.

Even I, however, have been somewhat taken aback by the obviously-orchestrated propaganda campaign conducted on a national scale in the organs controlled by "big business." Labour Minister Munro

and Deputy Minister Tom Eberlee have been making speeches around Canada — widely reported in the press — that would have us believe that we can solve our tremendous economic and social problems by adopting the "German example."

It may look exotic to some Canadian manufacturers that there are fewer strikes in Germany, but this only means that business in

(Continued on page 440)



Industrial democracy is a grassroots process

by Harold B. Wilson

I view industrial democracy as a process which begins by giving workers control over their immediate work environment. Part of that control includes replacing foremen or first-level supervisors by co-ordinators elected by and responsible to the workers. As experience is gained in control of the immediate work environment and as confidence is gained by the workers, the process will move

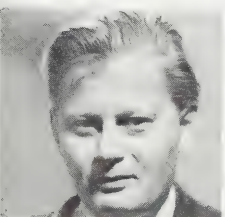
Harold B. Wilson is author of Democracy and the Work Place and a former consultant to trade unions. Currently, he is director of administration at the Inuit Tapirisat (Brotherhood) of Canada

upwards until it eventually reaches full democratic workers' control.

At the beginning of the process it may be desirable to have workers'

representatives on the board of directors but this should be viewed only as a temporary expedient facilitating the bottom-up democratic process. I do not include various forms of workers' representation on the board or the West German type of co-determination in my definition of industrial democracy.

(Continued on page 442)



Co-determination — a capitalist innovation

by Gerry Hunnius

Employer-initiated innovations which aim to modify or change the so-called adversary system of labour-management relations historically have taken a variety of forms, but there has been a certain consistency in terms of the expected results of all such innovations.

The questions we should raise include the following:

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- What functions are initiatives of this kind expected to perform?
- Why are they made now?
- What responses are open to

workers and organized labour and what are the likely consequences of each alternative response?

After studying a series of waves of such initiatives by the state and by the owners of capital, one can come to only one conclusion as to the expected function of each and all such innovations: to maintain or increase production and profit while simultaneously retaining

(Continued on page 443)

— Levine

labour-management relations studied moves towards industrial democracy in Europe and reported on April 10, 1976 that:

The slow-burn debate in the European Community over worker participation in corporate decision making is fascinating in its own right — but it is also highly relevant to Canada's troubled labour scene. There is widespread agreement that labour relations in Canada need more than band-aid treatment.

Last November 24, at the point he was doing everything possible to smash the Canadian Union of Postal Workers, Postmaster General Bryce Mackasey told the Rotary Club of Ottawa:

Instead of fighting society for a bigger slice of the pie, and thus preventing the pie from being baked, I think the unions should be fighting for a hand in the baking. They should be fighting the root cause of worker discontent. The primary need of the worker today is job satisfaction, a chance to develop his skills and abilities, his initiative, his individuality. The unions should be fighting for a more democratic workplace.

John Munro, federal Minister of Labour had his department conduct a study of the German model of industrial democracy, euphemistically called "co-determination." Instead of choosing someone with a labour background to conduct the study, the department chose Charles Connaghan, the former president of the British Columbia Construction Labour Relations Association.

Connaghan's report was highly enthusiastic, particularly about the very low incidence of days lost through strikes, and he recommended that major elements of West Germany's successful industrial relations system be incorporated into Canada's economic structure.

Before embracing the West German model of "co-determination" for Canada, a few things must be kept in mind:

- The concept of "co-determination" or industrial democracy did not come about because of a demand from workers or unions. It was imposed in West Germany by the U.S. Army of Occupation as a means of minimizing the effectiveness of a labour movement already smashed by Hitler.

...“co-determination”...did not come about in West Germany because of a demand from workers or unions

- There is an obvious connection between the fact that Germany has the most timid labour movement in Europe and that German industrialists have consistently earned the highest return on investment of any country in Europe.
- The "co-determination" of West Germany reminds me of the "co-prosperity" that the Japanese

army of occupation was going to bring to the Asian colonies under Japanese rule during World War II. The people in the colonies ended up having all the "co" while the Japanese had all the "prosperity". In the same manner, under the German system of co-determination, the unions have all the "co" while the employers have all the "determination."

When corporations and their spokesmen in government call for worker participation in decision making, the average Canadian worker is suspicious, and rightly so. He feels his company is trying to find a new wrinkle to increase its profits and to restrict the scope of collective bargaining. He feels it has nothing to do with his economic, social, or psychological betterment.

Therefore, in spite of the enthusiasm within certain sections of management and government officials for industrial democracy, I am convinced that any form of true industrial democracy will certainly not come from these sources.

True industrial democracy, as is the case with political and economic democracy, will not come from pressure from above, but from pressure below — in the workplace. Industrial democracy cannot be imposed by the boss.

The enthusiastic supporters of industrial democracy in the ranks of business and government are not calling for *workers' control*. What they want is *control of workers* — and the workers know that.

The U.S. labour movement, from

which international union leaders in Canada derive their philosophical inspiration, shows little support for industrial democracy. Typical of the U.S. labour attitude is a statement by William Winpisinger, general vice-president of the International Association of Machinists, who stated to a U.N. symposium in 1974 that U.S. unions feel that representation on the board would create a conflict of interest and would compromise the union. He stated:

There is no major perceptible demand by American workers today for participation in the decision making process.... You must be on one side or the other to maximize your effectiveness.... That is the way we will continue to do it in the U.S. for a long time to come.

The labour movement in Canada and the United States has traditionally laid much greater stress on business unionism with its emphasis on short-term economic goals. In contrast, European unions have stressed social unionism, that is, social and political goals, including the question of industrial democracy and workers' control. Therefore, the tradition of North American unionism is not a fertile ground to plant the seed of industrial democracy.

There is virtually no support for the concept of industrial democracy among Canada's trade union leaders. A special conference of the Canadian Labour Congress four years ago concluded that a further extension of the present adversary form of collective bargaining was the most effective method of achieving any form of industrial democracy in Canada. The CLC does not want a role in major management decisions, but instead its unions will continue to whittle away at management's rights through the traditional system of collective bargaining.

Speaking at Carleton University last winter at a New Democratic Party meeting on industrial democracy, Joe Morris, president of the CLC stated:

True industrial democracy can exist only under a system of public ownership

This emphasis on collective bargaining, with participation viewed as an extension of joint regulation of work, is still the keynote of the [British] Trades Union Congress view and remains the kernel of the approach of the CLC. Some of the most basic aspects of the work situation and the security of that employment, stem from decisions taken at extremely remote levels. The type of decisions I have in mind concerns closures, redundancies, major redeployment and mergers in particular. It is to obtain a voice in decisions such as these that the CLC supports ideas of participation, and where we differ from others, surely, is in how to implement it.

Elaborating on this final point, Morris used as an example, a planned layoff in a forest products industry plant. He stated he never questioned the right of the employer to lay off workers. What he was mainly concerned about was the method by which the layoff was carried out. He was concerned essentially that the layoffs were conducted fairly, that is, on the basis of seniority.

Judging by the recent CLC convention, the leaders of organized labour in Canada appear to be moving away from the concept of democratic control at the plant level to advocating a

system of corporatism. The CLC endorsed a "Labour Manifesto for Canada" which, in effect, calls for limiting the democratic role of rank and file plant and office workers and would place power in the hands of a few top labour officials whose function it would be to manage the economy as part of a tripartite planning body that would include business, labour and government. Not much room for industrial democracy in this set-up.

With a few business leaders and some government leaders calling for a phony kind of industrial democracy, which I prefer to call "control of workers," and with leaders of organized labour showing a marked disinclination to promote the concept of workers' participation in the industrial decision making process, what then are the prospects for *real* industrial democracy in Canada?

About five years ago I gave a paper at a conference on industrial democracy sponsored by the Woodsworth Foundation in which I held out high hopes that universities as employers would become models of industrial democracy for others to follow. The fight that faculty and students were waging at the time for representation on governing bodies seemed to be a good example that other public bodies and industrial enterprises might follow in the future.

In the intervening years, however, the faculty and students — and in some universities, even maintenance staff — who have won their token seats on the board of governors, have been co-opted into the "system" and the fight for industrial democracy is virtually dead. The fight that the students waged in the 1960s is over and the faculties are turning to unionizing and collective bargaining in order to have a voice in the affairs of the

university. I am therefore very disillusioned about any possibilities of the university as a model for industrial relations in Canada.

We have recently had two rather unusual forms of industrial democracy — or worker ownership and control — in Quebec. In both instances they were cases where workers, who would have otherwise been laid off as a result of plant shutdowns, pooled their resources, bought the plants and are operating them as co-operative enterprises. I speak of the Temiskaming paper mill and the St. Jerome knitting mill, now both very successful commercial enterprises. Both have run into tremendous difficulties with governments and banks who were determined to discourage a successful example of a worker-owned operation.

To improve the possibilities of real industrial democracy in Canada, a complete change in the traditional approach to this question will be required. We will have to reject completely the reformist view of industrial democracy, which seeks to transform unions from

organizations fighting on behalf of workers to unions that would become agents of managerial control, a view now being promoted by some governments.

I see the fight for real industrial democracy in industry as a process and as a tactical goal, not only for transforming the worker-employer relationship, but as a means of transforming society itself. I foresee workers in Canada using their experience in the fight for control of the workplace to gain control of society and government. The lessons learned in attempting to gain control of industry will be valuable to workers who, in the future, will have to control society, if it is to be a truly democratic society.

Industrial democracy, or workers' control, is incompatible with the capitalist system, with its emphasis on ownership of private property and all of the "management rights" which flow from that ownership. True industrial democracy can exist only under a system of public ownership where the workers own the means of production. This is not to say

that unions and workers should not fight for industrial democracy under our present system. In the fight for real industrial democracy, workers will learn the lesson of who exercises the power in the plant and in the state.

Success in achieving real industrial democracy will further require a combining of the struggle for workers' rights in the shops and offices with a similar struggle at the political level. Coupled with the fight for industrial democracy, labour would have to call for a transformation of the capitalist system into a socialist system.

Unfortunately, labour in Canada today is not moving in the direction of transforming society. With its "Manifesto for Labour," the CLC is not requesting a change in society, it is not even asking for the election of a New Democratic Party government. It is asking for the right to co-manage the present iniquitous system in co-operation with business and government.

Such a goal does not bode well for the achievement of true industrial democracy in Canada. [g]

A skeptical view of the West German model (Continued from page 436)

— Rowley

Germany is doing quite well and that workers are not in a militant mood. When they speak of the successes of West German industry, somehow they forget that West Germany owes its success in large measure to the influx since the War of hundreds of thousands of foreign workers who have not minded doing the "dirty" work at low wages.

The Canadian Labour Congress, at its recent convention in Quebec City, apparently adopted one of the

most confusing documents in the history of labour in Canada. The idea that the CLC can propose

Those who speak of this industrial democracy... assume...there will still be private ownership of the basic means of production

some form of "sharing of powers" between labour, management and government that would be in any way successful, may be attractive to the ignorant — and one must only assume that the Congress is addressing itself to them. However, that is in fact what Prime Minister Trudeau proposed to the CLC in the first place and, as he has since readily proven, he is flexible enough to be willing to discuss some changes in form to accommodate the wishes of the CLC leadership. Did the CLC not

have membership on the Economic Council? Indeed, did not their representatives agree to all the balderdash published in that name?

Is the CLC proposing any change of substance? Who is going to own industry? Who will own our natural resources — our mines, our oil, our gas? As far as I can see, it will be largely the same American companies that own them now. How, then, will our problems be solved?

Under pressure from a large and important section of its membership, the CLC gave its executive board power to call a general strike "if and when necessary." This is, of course a doubtful order. The CLC leadership then proceeded to make the whole issue a great deal more doubtful by somehow combining the issue with negotiations with the government over its program, as outlined in its Manifesto. Is industrial democracy to be negotiated? Or is something else to be negotiated? Certainly the situation is not clear.

To the delegation at the CLC convention in Quebec City, the issue before them was really quite clear — they were opposed to the federal anti-inflation legislation and they wanted the membership to strike until the legislation was rescinded. Actions such as this are often described as "revolution," "anarchy," etc., but of course it is nothing of the sort.

A strike would demonstrate, however, quite clearly that our society cannot function without those workers presently organized in the union movement. Much is made of the fact — not unimportant — that only a minority of the workers of Canada are organized. This is true — but just try to do without that minority! All the essential industries in Canada would cease. I have suggested that

The problem of inflation is really not as complicated as our so-called "economists" would have us believe

the employers, with whom it would appear the CLC leadership wishes to establish "equality," also set a strike date for another time. Who would know that they were on strike? Certainly not the population of Canada. The only effective strike that the bosses can conduct is among friends, as for example, during the last War when the manufacturers refused to accept production contracts until C.D. Howe agreed to increase their profit percentage on the famous "Cost-Plus" arrangements.

The situation has developed to the point in our country where a minority of the population is producing the goods necessary to support the entire population. We have a large percentage of people in Canada who do no useful work. We have another substantial percentage who do work but not in a productive way. The historic and laudable solution to this social problem is to reduce the hours of work, to give extra leisure time for personal development.

But, instead, employers say to workers: "You are making too much money" whilst *their* profits increase by leaps and bounds and *they* do less and less.

The problem of inflation is really not as complicated as our so-called "economists" would have us believe. It has been solved in many parts of the world already. But, even in Canada, if the government really wants to solve the inflation difficulty, if in fact it wants prices to cease escalating, then let price increases be forbidden.

Workers, through their unions, are obliged to negotiate for increases in wages, sometimes even wage cuts, so why should not employers do the same — at least as long as we have this anarchic organization of production that we now live under?

In the Confederation of Canadian Unions we have adopted resolutions at our conventions calling upon our governments to force employers to sit down before public boards to negotiate their price changes just as workers are required to bargain for wages. But I greatly fear that the exposure of the inner workings of the employers' operations would be such that they could not withstand it.


The idea that the CLC can propose some form of "sharing of powers"...that would be in any way successful...may be attractive to the ignorant

When I was a young fellow in Montreal, Benito Mussolini, a regular correspondent of the *Montreal Star*, enlightened us on the world scene. He preached corporatism. There were other organizations in Quebec at the time that supported the views of Salazar of Portugal. The issue was greatly debated. Our present Prime Minister, Pierre Trudeau, was an active and learned man. *He* knew the difference between corporatism and co-operation! He dealt with the subject many times. It must make him smile, therefore, to hear Joe Morris and his CLC friends clamour for equal representation with employers on government committees. Maybe on boards of directors?

Every serious student of this issue knows that the key question is: Who owns industry? Is the CLC proposing to change ownership? Is it proposing that the people of Canada take over the ownership of the factories and mines of our country? I really do not get that message.

If, then, no such fundamental change is envisioned, I predict that it will not be impossible for the Trudeau government to negotiate some understanding with the CLC.

There is no clear ideology in the CLC or the leadership of the Congress. They do not have a program to solve the economic and social problems of Canada. They have many reforms, most of which are laudable — better education, better environment, better safety protection, cleaner air, cleaner politicians, etc. But nothing that is really fundamental. And, this, of course, is their great disadvantage when they meet with a government that clearly espouses private ownership and private profit.

The great majority of our workers, who do not write Manifestos, see the immediate problem much more clearly. They know that they are being robbed by the anti-inflation legislation and that the entire force of the State is being employed to repress their legitimate demands, and they naturally say: Let's shut down the job until the evil is corrected! That has been the historic defence of the working men and women in our society. Have a care, gentlemen, before you call it Revolution! 

Industrial democracy is a grassroots process (Continued from page 437)

— Wilson

In defining industrial democracy I have placed emphasis on the word "process." I do not see a time when the process will end, as we have yet to find any perfect form of democracy either in our governments or in our workplaces. This in no way detracts from the desirability of beginning the process. I am firmly convinced that participation in the industrial democratic process facilitates participation in the community outside the workplace and is a prerequisite to the elimination of alienation.

Let me now turn to the prospects for industrial democracy in Canada. Seven or eight years ago when I began to get involved in serious research which led to the book *Democracy and the Work Place*, published late in 1974, I tried to get the names of other Canadians who had a serious interest in this subject. I came up with about half a dozen names. At the same time I searched for material on industrial democracy written by Canadians on Canada. That produced a very short list. Industrial democracy was then considered an esoteric and perhaps a subversive subject.

Since publication of *Democracy and the Work Place*, I have addressed several meetings and appeared on numerous television and radio programs, including several phone-in programs.

Although such programs are not representative of public opinion as a whole, it is significant that some brought a reasonably favourable response, even programs where the hosts were considered to represent a far right-wing point of view.

Early in every phone-in program I can count on a caller saying something like "that's a nice theory you have got there but people are not going to work unless they have got a boss pushing them." I always ask the caller whether he or she needs constant supervision by a

boss and the caller always answers "no, but other people do." I then ask people who need such supervision to phone me. I have yet to receive a call from anyone who needed a boss in the traditional sense of the word.

Another indication of growing support for industrial democracy is the founding of "Canadians for a Democratic Work Place." This organization held its founding convention in Sudbury in March, 1976. While still a relatively small movement, it does have a national membership and we expect to be holding a series of regional conferences this fall. We anticipate a national conference on a fairly large scale sometime in 1977.

Not all signs favour industrial democracy. Probably the major stumbling block is the concept of "management rights." Almost every collective agreement has a lengthy management rights article which, stripped of its contract language, says to the workers "check your brains at the factory gate, all we want is your physical labour."

Management rights articles effectively place all decisions that

I do not include...the West German type of co-determination in my definition of industrial democracy

influence productivity in the hands of a few managers. It is therefore ridiculous to expect workers, or their unions, to do much towards improving productivity because they have been excluded from decisions that affect productivity. It is obvious from all research related to this topic that this is a highly inefficient way to operate an enterprise, but the concept is so deeply ingrained in many managers' minds that they are reluctant to consider alternatives, even though those alternatives would increase productivity. Unfortunately, many trade unionists accept management rights articles without question because such articles clearly set out the lines dividing management and labour into an adversary system.


A few cracks are showing. Several

Probably the major stumbling block is the concept of "management rights"

unions are now bargaining for an equal voice with management in all matters related to occupational health and safety. Provincial legislation in Saskatchewan and Manitoba leans towards guaranteeing that equal voice. Admittedly, this is a small crack in the traditional structure but it is a significant one and can lead to others.

I have mixed feelings about the

growing popularity of industrial democracy as a subject for research and speeches by businessmen and politicians. Many trade unionists, quite correctly, feel that much of the research and many of these speeches are simply attempts to co-opt labour and reduce the effectiveness of the unions. I share their concern. I also feel that these attempts will be unsuccessful and that we will be able to concentrate on true industrial democracy.

If we compare the stage of evolution towards industrial democracy in Canada with countries such as Sweden and Norway, there is cause for pessimism. If, however, we compare it with where we were just a few years ago, there is genuine cause for optimism. 

Co-determination — a capitalist innovation (Continued from page 437)

— Hunnius

control over production and capital accumulation.

The tactics of course are continually changing and range from the largely successful attempt at the end of the last century to smash the power of the Amalgamated Association of Iron, Steel and Tin Workers in the Homestead strike of 1892, to the more sophisticated tactics culminating in the currently popular initiatives in the direction of job enlargement, job enrichment, and "industrial democracy."

Let us look briefly at one of these mechanisms which capital has used historically to cement power over the productive process and thus over capital accumulation. Certain aspects of "Taylorism" stand out as particularly relevant.

The stated rationale of the systematic minimization of skills is that it gets the worker on the job as quickly as possible, cutting down training costs. The separation of physical work from mental work — taking knowledge of production away from the skilled worker — was greatly aided by the scientific principles of Frederick Winslow Taylor, who recognized that knowledge about production means power.

In his *Principles of Scientific Management* (1905) he stated that workers possessed a collective knowledge which management did not possess. Total control over production demanded that this knowledge be "transferred" to management. In his manual, *Shop Management*, he insists that all possible brain work should be removed from the shop and

centered with the planning or laying-out department.

The "transfer" of skills was carefully worked out in the methodology of scientific management and soon spilled over into the educational system and other institutions of socialization.

Once we understand that the underlying reason for the changing tactics — as well as the innovations themselves — rests with the determination of corporate capital to maintain ownership and control of productive resources and processes, the nature and timing of various capitalist innovations is relatively easy to comprehend.

Let me illustrate briefly one example of such an innovation during the early years of this century, largely restricted at that

time to the United States: It was called variously *welfare work*, *welfarism* or *industrial betterment* and it was the forerunner of the later *human relations approach to management* and the current initiatives in job enrichment, and co-determination.

They dealt with the same issues and were introduced for the same reasons: to forestall "labour troubles," to maintain control over the process of production and the work force, and to increase production and profits.

The humanitarian philosophy was publicized at the time when welfarism emerged, although its managerial assumptions were seldom articulated publicly. The essence of this approach was intended to instill virtues and values in workers which would promote an attachment to work and a sense of loyalty to the enterprise.

This approach came about on the heels of a concerted capitalist offensive to halt or destroy the growth of unions and it coincides with the Homestead strike where the power of the steelworkers was smashed. By the end of 1904, the growth of unionization appeared to be checked and the following year showed the first decline since 1897.

Welfarism included the installation of hygienic facilities, introduction of a banking system within enterprises to encourage workers to save their earnings, wage incentives, and various minor employee representation schemes. What is more relevant is to determine why these policies were introduced by employers. Two factors emerge very clearly: It was profitable to the employer. It tended to reduce the turnover of employees and the occasional outbreak of open conflict. The slogan "it pays," publicized by the president of National Cash Register, was repeated by many senior managers from coast to coast.

Even more significant is the fact that welfarism was used by employers to eliminate labour unions or to undermine their formation by providing management-sponsored employee benefits.

Unions are much more powerful in Sweden and West Germany than in Canada

In many cases, employers encouraged the creation of worker committees as part of their welfare policies. This particular tactic proved temporarily successful in preventing the growth of unions. Powerless as these committees were, they functioned as vehicles through which management exerted more effective control over the work force. Welfarism — or welfare work — was thus not only a method to bust unions, it also offered the employer an alternative to unionism and collective bargaining.

Unionization, despite its initial setbacks, recovered, and collective bargaining as it is practiced today became the dominant model of labour-management relations in the U.S. and Canada. This model, has on the whole, served the interests of the employer class well. Today, at least in Canada, we are warned of a crisis in collective bargaining. One of the essential links in the sophisticated chain of collective bargaining has weakened to the point where it is feared that it may burst asunder. That link is the disciplining function of management and unions over the workers. It is in this context that I am viewing the recent employer-initiated offensive in "industrial democracy."

There are at least two general

directions which current employer/government initiatives are likely to take. They are not alternatives and will probably both be pursued:

- An attempt to involve organized labour, particularly at the level of the CLC as well as at the level of national and international union headquarters, in a tripartite system of consultation and limited decision making beyond what presently exists.
- In the large unorganized sector, it will likely take the form of a more sophisticated "industrial betterment" approach.

In either case, in quite different ways, the outcome is likely to be the following: A blurring of the present adversary system in union-management relations, followed gradually by the replacement of collective bargaining as we know it in Canada by some kind of institutionalized mechanism which in all likelihood will unite employees and management in *one* organizational framework. If two strong partners unite organizationally with one somewhat weaker partner the ultimate outcome is not too difficult to imagine.

In Canada, starting with the *Woods Report*, employers, politicians and civil servants have discovered a "crisis in collective bargaining." Prime Minister Trudeau was most outspoken about what bothered the government. He has been quoted as saying collective bargaining is no longer fulfilling its function in a situation where unions negotiate an agreement, but the members then go out on wildcat strikes.

The solution, according to Trudeau, has to be faced by unions and employers together. But how? The solution emerged quite clearly at the last national convention of the Liberal Party in a resolution which urged, "the government to establish

a royal commission to study and recommend ways of bringing some measure of industrial democracy to Canada as a way of replacing the adversary system of labour-management relations with something more co-operative and productive."

During the past two years, there has been a series of comments by senior officials of the federal department of labour pointing in the direction of a system of industrial relations with stronger emphasis on the "mutuality of interests" of all parties (labour, employer and government).

Organized labour in Canada, as well as in the United States, has always been hostile to proposed innovations of this kind. The change in the policy of the CLC, documented in "Labour's Manifesto for Canada" makes the introduction of some form of co-determination in Canada a near certainty.

Since the two models most frequently mentioned are those of West Germany and Sweden, I would like to make a few observations on these models regarding their relevance to Canada.

- Unions are much more powerful in Sweden and West Germany than in Canada. This is due to a number of factors including the fact that a larger percentage of the Swedish and German workforce is unionized. Both countries' Social Democratic governments have been an important factor.
- In Germany in particular, it is clearly understood by *all* parties — labour, capital and the state — that co-determination is a mechanism meant to maintain the smooth functioning of the capitalist mode of production. A statement by the executive board of the German Trade Union Federation (D.G.B.) states bluntly that, "A general conception of

The introduction of aspects of industrial democracy...requires changes which would return to the worker a limited amount of autonomy

co-determination of this type presupposes a system of free enterprise based on the principle of free market economy."

- Both countries, but particularly West Germany, have used large numbers of foreign workers, a factor of great significance.

What about the results of the West German and Swedish innovations? First, co-determination:

- It has been instrumental in maintaining a high degree of labour peace, production, and profits.
- It has enhanced the prestige and influence of the central union federations.
- Contrary to recent newspaper reports, it has not appreciably affected the rank and file worker at the point of production. It does not, therefore, deal with the widespread dissatisfaction and rebellion of blue- and white-collar workers that has been the target of innumerable studies and reports.
- It has probably played a part in improving the extensive social security and benefit system available to employees in West Germany.

The situation in Sweden is more difficult to evaluate, partly because it is very much in flux and is undergoing continual change. One major difference between the Swedish and West German models is the position of the Swedish trade

union movement. LO in particular has been very sensitive to the "blue-collar blues" of its members and has insisted that any placement of workers or union officials on the board of directors of corporations must be accompanied by the introduction of aspects of industrial democracy on the shop floor. There is little indication of interest in *this* aspect of industrial democracy among employers or government in Canada.

In sum:

- Nearly all successful innovations in job enrichment and industrial democracy have led to an immediate decrease in worker dissatisfaction and a corresponding increase in production and profits.
- In most instances, these innovations have been altered or discontinued.
- Today, under pressures briefly touched upon earlier, these innovations have been given the green light again.

It would seem there is a compelling explanation for the hesitancy on the part of employers and government to pursue such innovations in the past.

The introduction of aspects of industrial democracy, particularly at the level of the shop floor, requires changes which would return to the worker a limited amount of autonomy. Semi-autonomous work teams — one of the features of many such innovations — allow for rotation of tasks. Supervision is often replaced by self-direction, and individual competition by co-operation. Former managerial functions have to be partly surrendered to rank and file workers. Such changes have produced instances, particularly in Europe, of revolutionary demands by those semi-autonomous groups of workers. That however, is another topic. [9]

Confidentiality and conflict of loyalty

by Willem Albeda

The "loyalty problem" adds a new dimension to the concept of industrial democracy. Should there be a development in the direction of a "democratic firm" without interference by the union, where the union keeps a "positive distance" from what happens at the plant level? Or should unions look upon any attempt to integrate the workers in the organization of the firm, without the participation of the unions, as an attempt to undermine the loyalty of workers to the union?

For management too, a fundamental problem arises. Should management use its internal democracy as a means to undermine the loyalty of its workers to the unions, or should it develop its own system of loyalty?

All attempts to give workers influence on management policy pre-suppose workers have sufficient knowledge of the data on which such policies are based. It is clear that the more this influence is extended, the more the workers involved in this activity need this information. In this sense, there is no conflict between the loyalty problem and the need for information. Loyalty too, depends on a minimum of information being available to the employees.

The situation changes, however, when direct participation by workers in management decisions is possible only to a limited extent. In decisions concerning matters beyond the shopfloor level, forms of indirect participation in decision making can take two forms — either workers are represented by their trade union, or workers have the right to elect members to a works council, or a supervisory board.

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In Britain and North America, representation by trade unions is common. Perhaps this can be explained by the fact that the governments in these countries have never wanted to impose measures of democratization on the firm. Governments have left this field to the power relationship between unions and management. Employers and trade unions in both countries have preferred to handle their own affairs — the trade unions preferring to remain the only vehicles for workers' representation. In Europe, various governments have seen it as their task to make regulations for workers' representation within the enterprise.

The British and North American structure tends to reinforce the "market" image of the firm, while the European structure tends to focus much more on the enterprise as an organization. In both cases, the problem arises of the possible estrangement between the workers on the shopfloor and their representatives — the result of a combination of factors:

- **Physical distance:** Representation presupposes meetings with limited audiences. This implies that the workers represented are not present at these meetings.
- **Lack of competence:** Many subjects, dealt with in representative organizations are, in the eyes of the workers, abstract and complicated. Such information, therefore, does not reach the workers.

- **Lack of interest:** Even understandable information will not reach workers if they are not interested, because they do not see the relevance of it.
- **Confidential information:** Part of the information used in such meetings is restricted and for that reason, cannot be communicated to employees below the level of workers' representatives.

The four elements are basic in the sense that there is no easy way to restrict their influence. Distance can be dealt with by introducing interconnected and decentralized levels of representative democracy — each level dealing with the questions relevant to that level (shopfloor, plant, company, holding). Well-known examples are the nationalized industries in Britain (electricity, steel, coal mining) where such a hierarchy of consultative bodies was set up.

In Holland, the most successful model up to now, in my opinion, is that of D.S.M. (States Mines, now a large chemical corporation). Here, a structure goes from the top (board of directors, via company works councils, plant works councils) towards the so-called "ring" in each department and the "trustees" at the shopfloor level. In so far as these bodies on different levels are successful in relating the activities at each level to each other, the problem of distance can at least be attacked, although a perfect solution, of course, remains difficult.

The problem of lack of competence and lack of interest demands a continuous effort in workers' education and a rotation of worker representatives. Although manage-

ment usually looks upon the rotation of representatives as a drawback, it would be useful to give as many workers as possible the opportunity to participate in the joint bodies.

In many cases, the problem of confidentiality has been exaggerated. It is well-known that more often than not, employers within one industry jealously guard the same secrets. There is a trend towards more openness stimulated by new government legislation. However, as long as competition plays a role, some facts have to be kept secret, especially important issues such as amalgamations, impending closures or new investments. Such issues cannot always be dealt with in a way that fosters discussions within representative consultative or decision-making bodies. These secret policy sessions tend to strengthen problems associated with worker estrangement from management-level issues and fosters a lack of competence to deal with them.

Basically, these problems remain the same whether the trade union is the intermediary for workers' participation in management decisions — as in Britain and North America — or whether European-style special bodies are created for this purpose. One can imagine however, that it is more difficult for trade unions to accept the principle of hiding confidential information from their members, than it is for bodies set up as organs of the company.

In the case of "double line representation," the two forms of loyalty may or may not work in the same direction. There is the aforementioned risk that the company bodies may be used as a weapon to keep the union out, the more likely when confidential information is involved or when the confidentiality is used to seal the workers' representatives off from the trade unions. Workers' representatives, therefore, should be taught to look upon manage-

ment-decreed "confidential" issues with a certain degree of scepticism.

While it is commonplace to stress the necessity of workers' education as an important condition for workers' participation, information is not enough. A member of a works council needs in addition, certain abilities such as being able to read a balance sheet, to function in a meeting, and so on.

Another basic factor in the operation of representative democracy is the training of works councils representatives in the handling of power. In some European-style works councils, people with very different backgrounds confront one another. On the one hand are rank and file workers, skilled or semi-skilled workers, white-collar workers and technicians, with different degrees of understanding, with different levels of education and information. On the other hand, there is the employer. It is a well-known fact that in a meeting of this character, information and expertise are sources of power. Therefore, in the works council, there is a meeting between powerful and relatively powerless groups.

What do we know about such meetings? My colleague Mauk Mulder in the March 1971 *Administrative Science Quarterly* developed the so-called "power-distance theory." Mulder found in a great number of experiments that:

- participation in decision making can be seen as a way to reduce the difference in power between the less powerful and the more powerful;
- the extent of the reduction in power differentials that may be reached depends on the wish of the powerless to acquire more power;
- the wish to acquire more power in an interaction with others depends on the distribution of

comparative power within the group;

- when the difference in power is too great, the powerless are not interested in the acquisition of more power, thereby increasing the power of the powerful;
- only in so far as the powerless want to have more power, that is in so far as the distance between the different persons is not too great, is participation in decision making possible.

Applied to the problems of co-operation between works councils members of different backgrounds, this means that if nothing is done to bridge the power gap, such bodies will not lead to any shift in power, instead they will lead to an increase in the influence of the powerful professional workers and managers.

Briefly, the implications of this theory are:

- Members of works councils should have enough information and understanding of the problems they deal with that the difference between them and management will not be so big that their will to reduce this difference will be nullified.
- People must recognize the nature of this problem. This means that they recognize the necessity for outside expert assistance, for meetings without the chairman/manager, for sufficient information, and refuse to reach decisions on insufficient information.
- They should be able to discern between the role of the expert as a source of useful information and his ability to use this power as a means for intimidation.

The foregoing was condensed from an address to the second International Conference on Trends in Industrial and Labour Relations, Montreal, May 1976.

Success of single-team bargaining questioned

I read with interest the article by Ted Weinstein [LG, May '76] with respect to single-team bargaining and its application at Labatts' Breweries Canada.

Ironically, on the same day I attempted to buy Labatts' products at the local liquor store and found them unavailable due to the strike at the Labatts' Brewery in Edmonton.

B.M. Thompson

Liden, Ackroyd and Company
Edmonton, Alberta

Best aid to productivity

As well as combatting inflation, we will have to face up to the problem of Canada's international competitive position. Some of our export and import-competing industries are experiencing great difficulties because their prices are not competitive.

It is true that in recent months these difficulties have been aggravated by an inappropriately high exchange rate for the Canadian dollar. Given our worsened international competitive position, the upward pressure on the Canadian dollar is not likely to persist indefinitely.

But as long as it does, our export and import-competing industries are paying a disproportionately large share of the price of controlling inflation. This is a vital

sector of our economy, and it cannot suffer without all of us feeling the pain. So without backing away from the fight against inflation, we ought to try to save those industries from becoming its first casualty.

A recent Conference Board study gives us a measure of the extent of the deterioration that has gone on. It shows that 25 years ago, Canada's deficit on trade in highly manufactured goods, excluding automobiles, was slightly more than 10 per cent of value added in manufacturing.

Over the 25-year period, this deficit ratio has gone up to nearly 30 per cent. This means that Canadian manufacturers' share of total Canadian trade in manufactured goods has been declining at a substantial rate.

If we are to reverse this damaging trend, we need to do something about both efficiency and productivity...

In the area of productivity performance, our record in Canada helps to explain why we have been losing so much ground in international trade.

By far the most important source of gain in labour productivity is investment. With more and better capital equipment, a worker's output can increase substantially. Thus, if we are to achieve a better productivity performance, and the lift that this would give to trade and to the economy, we need policies which provide incentives to investment. The best incentive is, of course, to permit business to earn an

adequate return on investment, in other words, to make a decent profit.

I know that it has been said many times before — not least by presidents of large companies at annual shareholders meetings — that unless profits represent a reasonable return on invested capital, we won't have the capital we need for growth and greater prosperity...

We have to have substantial amounts of capital in Canada, not just to rescue us from lagging productivity, but also to renew and replace productivity capacity at current inflated cost levels and, not least, to provide for new growth. Our capital requirements over the decade to 1985 are likely to be unprecedented — partly for well-known reasons of energy development and partly because of the significant shortfall that occurred in industrial investment from 1967 to 1972.

All the estimates that I have seen were made prior to the government's recent policy on energy, and are therefore probably on the low side. They range from \$735 to \$800 billion. This would represent, on an average, about a quarter of Canada's GNP. With the exception of a few boom years, we have never before managed an investment ratio of that high a level. Whether we can achieve it in future depends essentially on our willingness to accept policies that encourage more savings and less consumption.

From an address by **F.S. Burbidge**, president, Canadian Pacific Ltd., to a meeting of CP shareholders.

Fifty Years Ago

Writing in the labour journal the *American Federationist*, James M. Lynch, president of the **International Typographical Union** gave an interesting report on the progress of the union....One of the most ambitious undertakings of the International Typographical Union publicity campaign was the production of a motion picture "His Brother's Keeper," filmed a year ago (1925). This picture was offered free of rental charge to each local union that would arrange for a showing in a leading theatre. Eighteen films are in circulation and more than 5,000,000 theatre patrons were entertained by them. The International Union had 791 subordinate unions and the picture was shown in more than 500 cities.

The June 1926 issue of the *American Federationist* also pointed out that remarkable progress had been made in the area of **trade education**. The periodical recalled that the International Union had established a commission on supplemental trade education in 1907 and that the task of teaching apprentices the fine points of the printing art by mail was begun that same year. The publication reported in 1926: "For years the instruction work was entrusted to outside agencies, and the difficulty of overcoming the boys' natural antipathy to study was not finally overcome until the Bureau of Trade Education was reorganized...a competent educator was placed in charge and a corps of instructors was formed at International Headquarters. The course was made compulsory under ITU law and results were almost

immediately evident. The Bureau, now housed at headquarters and under direction of this trained educator, who is also a union printer, is making remarkable progress. More than 8,000 apprentices are enrolled whereas only 2,000 were enrolled two years ago. What is more important these boys are studying and are completing their courses in English, proofreading, advertising and printing technique. They must complete their work, or they will not be admitted to union membership.

Formerly very few boys were graduated from this school. In the last year, 400 have been graduated and this number will be greatly increased next year. Instruction by mail in printing is less difficult than in some other branches of study. The apprentice printer has a printing shop for his laboratory and his job requires that he shall spend much time in it. Usually the employer keeps the boy at routine tasks, giving him little opportunity to 'work' at the case or machine. The ITU course is intended to supply this deficiency in apprentices' training. The beginner's course consists of fifty lessons, groups in units of ten each. The first includes historical intelligence on printing and is intended to give the lad a background of the trade's traditions; the second unit concerns simple display composition; the third, simple job work or newspaper work as the students elect; fourth, art in printing and advertising; fifth, English for printers. The student must enroll in the course not later than the third year of his five-year

apprenticeship and he must complete it before he may attain journeyman membership. The price of the course is \$22.50 cash or \$5 on enrolment and four quarterly payments of \$5 each. The school is not yet self-supporting, but it is accomplishing the prime object, which is improvement of the work standard. Instruction for teachers of printing is also included in the work of the Bureau. Many high schools now offer this subject and naturally it is desired that these instructors shall be union printers. It is planned (by arrangements with school officials) to grant credit to apprentice printers for printing instruction in public schools."

Model apartments were being erected for workers in New York City by John D. Rockefeller, Jr., as a part of his effort to improve housing conditions. The \$1,250,000 Garden apartments project was conceived by a group of needle trades unions as an experiment in co-operative housing in which the welfare of the tenant owners would be the first consideration, and speculation in profit eliminated. But it proved too big for the unions to finance and Mr. Rockefeller took it off their hands. The apartments were to be of four, five, six or seven rooms, each one opening upon a large central garden that would take up more than half the block occupied by the building. Special provision was made in the plans for the comfort of mothers and children. There were to be nursery rooms, and for the use of older children in bad weather a large indoor playroom opening directly onto a city playground.

Organized labour's first radio station — WCFL — operated and owned by the Chicago Federation of Labour — opened on Municipal Pier, Chicago. The purpose of the station was to familiarize the public with the aims of the labour movement.

— Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, June

The all-items Consumer Price Index for Canada (1971=100) rose 0.5 per cent to 148.7 in June from 148.0 in May, and was 7.8 per cent above its June 1975 level. Higher shelter charges — for both owned and rented accommodation — were responsible for almost one half of the overall CPI increase — food, transportation and clothing components contributing to a lesser extent. While the food index increased slightly, the index for all-items excluding food, rose 0.5 per cent.

Lower prices for beef, fresh vegetables, eggs and soft drinks for home consumption offset higher prices for fresh fruit, poultry, coffee, some dairy products and restaurant meals, all of which contributed to the slight increase of 0.2 per cent in the food index. Between June 1975 and June 1976, the index for home-consumed food increased 1.8 per cent. Appreciable increases were recorded for taxi, train and inter-city bus fares, furniture, dry-cleaning charges and driving lesson fees. In terms of goods and services, the price level of goods including food advanced 0.3 per cent and that of services increased 0.8 per cent.

Seasonally adjusted, the all-items CPI advanced 0.3 per cent between May and June — a 0.4 per cent decrease in the food index and a 0.5 per cent increase in the index for all-items excluding food.

City consumer, June

In all regional cities, consumer price indexes advanced between May and June, with increases ranging from 0.3 per cent in Edmonton and Vancouver to 0.8 per

cent in Montreal. Higher shelter charges were the chief contributing factor. Higher prices were recorded in many cities also for restaurant meals, recreation equipment, dry-cleaning services, some clothing items, and driving lessons.

The percentage increases listed in the 14 regional cities were: 0.3 in Edmonton and Vancouver; 0.4 in Saint John; 0.5 in Ottawa, Toronto, Winnipeg, Regina and Calgary; 0.6 in Quebec City and Saskatoon; 0.7 in St. John's, Halifax and Thunder Bay; 0.8 in Montreal.

Employment, June

The seasonally adjusted employment level in June was 9,535,000, an increase of 7,000 from May, Statistics Canada reported. Employment increased by 11,000 for men 15 to 24 years old but decreased for women in the same age group. The level of employment for men 25 and over increased by

10,000 and for women 25 and over it rose by 12,000.

Unemployment, June

The seasonally adjusted unemployment rate was 7.0 per cent (722,000) in June, a decline from 7.1 per cent (731,000) in May. The level decreased by 17,000 among men aged 15 to 24 but increased by 20,000 for men 25 to 54. There was little change in the level for women.

By province, seasonally adjusted unemployment declined in Newfoundland to 12.4 per cent from 12.6 per cent; in Prince Edward Island to 12.4 per cent from 12.5 per cent; in Quebec to 7.8 per cent from 7.9 per cent; in Ontario to 6.3 per cent from 6.4 per cent; in Alberta to 3.8 per cent from 4.5 per cent; and in British Columbia to 8.8 per cent from 9.8 per cent. It increased in Nova Scotia to 10.5 per cent from 9.7 per cent; in New Brunswick to 11.5 per cent from 10.9 per cent; and in Manitoba to 4.5 per cent from 4.3 per cent. In Alberta the rate was unchanged at 4.5 per cent.

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"With the high price of food, who can afford more than 8 items?"

Additions to the Library

LIST NO. 327

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

Alcoholism

1. Follmann, Joseph Francis. Alcoholics and business; problems, costs, solutions. New York, AMACOM, 1976. 246p.

Civil Service

2. U.S. Congress. House. Committee on Post Office and Civil Service. Subcommittee on Manpower and Civil Service. Violations and abuses of merit principles in Federal employment. Hearings... Ninety-fourth Congress, first session. Washington, G.P.O., 1975. 3v. in 1 binder.

Collective Bargaining

3. Canadian Labour Congress. Collective bargaining and the appeal procedures under the anti-inflation programme. Ottawa, 1975. 1v. Titre en français: La négociation collective et le processus d'appel dans le cadre du programme anti-inflation.

4. McCarthy, William Edward John. Wage inflation and wage leadership; a study of the role of key wage bargains in the Irish system of collective bargaining, by W.E.J. McCarthy, J.F. O'Brien, and V.G. Dowd. Dublin, Economic and Social Research Institute, 1975. 229p.

Commercial Policy

5. Postner, Harry H. Factor content of Canadian international trade: an input-output analysis. Ottawa, Information Canada, 1975. 184p. Titre en français: Analyse intersectorielle du contenu en facteurs de production du commerce canadien.

Discrimination in Employment

6. Glazer, Nathan. Affirmative discrimination; ethnic inequality and public policy. New York, Basic Books, 1975. 248p.

Economic Conditions

7. Yeates, Maurice Henry. Main Street, Windsor to Quebec City. Toronto and Ottawa, Macmillan in association with the Ministry of State for Urban Affairs and Information Canada, 1975. 431p.

Employees' Benefit Plans

8. Charles D. Spencer & Associates, Inc. Dental benefit programs; a

concise guide to their design and operation. Chicago, 1975. 35p.

Employees' Representation in Management

9. Gold, Charlotte. Employer-employee committees and worker participation. Ithaca, N.Y., New York State School of Industrial and Labor Relations, Cornell University, 1976. 54p.

10. International Management Seminar on Workers' Participation, Versailles, 1975. Workers' participation; final report... Versailles, 5th-8th March 1975. Paris, Organisation for Economic Cooperation and Development, 1976. 93p.

Equal Pay for Equal Work

11. Special Libraries Association. Special Committee on the Pilot Education Project. Equal pay for equal work; women in special libraries. New York, 1976. 24p.

Guaranteed Annual Income

12. National Council of Welfare. Guide to the guaranteed income. Rev. ed. Ottawa, 1976. 39p. Titre en français: Notes explicatives sur le revenu garanti.

Industrial Disputes

13. David, Hélène. L'activité de grève au Québec de 1945 à 1967; une analyse sociologique. Montréal, L'Auteur, 1975. 2v.

Industrial Relations

14. Beaucage, André. An outline of the Canadian labour relations system. Ottawa, Employment

Relations Branch, Canada Department of Labour, 1976. 47, 47p. Titre en français: Brève description du système des relations du travail au Canada.

15. Connaghan, Charles J. Partnership or marriage of convenience? (A critical examination of contemporary labour-relations in West Germany with suggestions for improving the Canadian labour-management relationships based on the West Germany experience). Ottawa, Canada Department of Labour, 1976. 102p.

16. Parker, Stanley Robert. Workplace industrial relations, 1973; an enquiry carried out on behalf of the Department of Employment. London, H.M.S.O., 1975. 150p.

Industrial Relations — Hospital Employees

17. Employee-labor relations in health care institutions, compiled by the Bureau of Manpower and Education, American Hospital Association. Chicago, 1975. 1v. (looseleaf)

Insurance, Disability

18. U.S. Congress. House. Committee on Education and Labor. Black lung benefits reform act of 1975...report to accompany H.R. 10760 together with minority and separate views. Washington, G.P.O., 1975. 102p.

19. U.S. Congress. House. Committee on Education and Labor. Subcommittee on Labor Standards. Black lung benefits reform act of 1975; hearings before the Subcommittee...Ninety-fourth Congress, first session on H.R.7, H.R.8, and H.R.3333. Washington, G.P.O., 1975. 1v.

Insurance, Life

20. U.S. Congress. House. Committee on Post Office and Civil Service. Subcommittee on Retirement and Employee Benefits. Federal employees' group life insurance program. Hearings...Ninety-fourth Congress, first session, May 5 and May 12, 1975. Washington, G.P.O., 1975. 56p.

Labour History

21. Dubofsky, Melvyn. Industrialism and the American worker, 1865-1920. New York, Thomas Y. Crowell, 1975. 150p.

22. A guide to working class history...by Jim O'Brien and others. 2d ed. Sommerville, Mass., New England Free Press, 1975. 40p.

23. McCormack, Andrew Ross. The Industrial Workers of the World in western Canada, 1905-1914. 1975. 29, 7p.

Labour Laws and Legislation

24. Miller, Glenn Wasson. Government policy toward labor: an introduction to labor law. Columbus, Ohio, Grid, 1975. 472p.

25. Ontario. Laws, Statutes, etc. The Labour relations act; rules of procedure, regulations and practice notes. Toronto, Queen's Printer, 1975. 154p.

26. Rivers, Jean. Droit du travail, par Jean Rivers et Jean Savatier. 6e éd. refondu. Paris, Presses Universitaires de France, 1975. 578p.

Labour Supply

27. Economic Council of Canada. People and jobs; a study of the Canadian labour market. Ottawa, Information Canada, 1976. 289p.

Titre en français: Des travailleurs et des emplois; une étude du marché du travail au Canada.

Management

28. Tarrant, John J. Drucker, the man who invented the corporate society. Toronto, Macmillan, 1976. 300p.

Manpower Policy

29. U.S. Congressional Budget Office. Temporary measures to stimulate employment: an evaluation of some alternatives. Washington, 1975. 102p.

Pensions

30. Ontario. Pension Commission. Preliminary report on the funded status of certain pension plans registered with the Pension Commission of Ontario. Toronto, Ministry of Consumer and Commercial Relations, 1975. 12p.

Plant Closing

31. Sexton, Jean. Fermetures d'usines et reclassement de la main-d'oeuvre au Québec. Québec, Service des communications, Ministère du Travail et de la Main-d'oeuvre, 1975. 295p.

Pollution

32. U.S. Bureau of Labor Statistics. Impact of Federal pollution control and abatement expenditures on manpower requirements. Washington, G.P.O., 1975. 59p.

Race Problems

33. Ferguson, Ted. A white man's country; an exercise in Canadian

prejudice. Toronto, Doubleday, 1975. 200p.

Social Security

34. U.S. Congress. House. Select Committee on Aging. Subcommittee on Retirement Income and Employment. Social security; hearings...Ninety-fourth Congress, first session, April 29, and May 6 and 14, 1975. Washington, G.P.O., 1975. 161p.

Status of Women

35. Ontrio. Executive Coordinator of Women's Programs. Report...on the status of women crown employees in Ontario, 1974/75. Toronto, 1975. 1v.

36. U.S. Women's Bureau. State labor laws in transition: from protection to equal status for women. Washington, G.P.O., 1976. 20p.

Unemployment — Statistics

37. Organization for Economic Co-operation and Development. Directorate for Social Affairs, Manpower and Education. Methodological and conceptual problems of measuring unemployment in O.E.C.D. countries. Paris, 1976. 2v.

Wage Differentials

38. Taubman, Paul James. Sources of inequality in earnings: personal skills, random events, preferences towards risk and other occupational characteristics. Amsterdam, North-Holland Publishing Company, 1975. 273p.

Wage Policies — Government

39. Canada. Anti-Inflation Board. Anti-inflation program. Programme de la lutte contre l'inflation. Ottawa, 1975. 4 pamphlets in 1 binder. Contents — A guide to the anti-inflation regulations — Anti-inflation act regulations — Communiqué — Bill C-73, an act to provide for the restraint of profit margins, prices, dividends and compensation in Canada.

40. Canadian Labour Congress. Analysis of the Anti-inflation act regulations with respect to part 4 "Compensation". Ottawa, 1976. 22, 4p. Titre en français: Analyse de la partie 4 ("Rémunération") du règlement de la Loi anti-inflation.

Wages and Hours

41. Engineers Joint Council. Engineering Manpower Commission. Salaries of engineering technicians and technologists, 1975; detailed industry report. New York, 1976. 128p.

42. Great Britain. Royal Commission on the Distribution of Income and Wealth. Higher incomes from employment. London, H.M.S.O., 1976. 244p.

43. Kumar, Pradeep. The current Canadian wage scene; major trends and patterns. Kingston, Ont., Industrial Relations Centre, Queen's University, 1975, i.e. 1976. 30p.

44. U.S. Bureau of Labor Statistics. Industry wage survey; auto dealer repair shops, June 1973. Washington, G.P.O., 1975. 40p.

45. U.S. Bureau of Labor Statistics. Union wages and hours: building trades, July 1, 1974. Washington, G.P.O., 1975. 95p.

46. U.S. Congress. House. Committee on Post Office and Civil Service. Executive, legislative, and judicial salaries. Washington, G.P.O., 1975. 61p.

Wages and Hours — Union Influence

47. Illinois. University. Institute of Labor and Industrial Relations. Labor market structure and union wage levels, by Wallace Hendricks. Urbana, 1975. p.401-416. (Its Reprint no. 248)

Welfare Economics

48. McManus, M. Social welfare optimization with tastes as variables. 4th version. Birmingham, University of Birmingham, Faculty of Commerce and Social Science, 1976. 32p.

Women — Employment

49. U.S. Bureau of Labor Statistics. U.S. working women; a chartbook. Washington, G.P.O., 1975. 56p.

Work Satisfaction

50. Katzell, Raymond Abraham. Work, productivity and job satisfaction; an evaluation of policy-related research, by Raymond A. Katzell and Daniel Yankelovich and others. New York, Psychological Corporation, 1975. 432p.

labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended May 15, 1976		10,285	+ 2.05	+ 1.9
Employed	May 1976	9,576	+ 2.86	+ 2.10
Agriculture	" "	473	+ 6.05	- 7.9
Non-agriculture	" "	9,103	+ 2.7	- 2.6
Paid workers	" "	8,651	+ 2.9	+ 4.21
At work 35 hours or more†	" "	1,572	- 52.8	+ 78.6
At work less than 35 hours†	" "	1,802	- 65.7	- 13.8
Employed but not at work†	" "	426	- 11.6	+ 1.42
		(change in thousands)		
Unemployed	May 1976	708	- 61	+ 20
Newfoundland	" "	25	- 3	- 2
Nova Scotia	" "	31	- 2	+ 4
Prince Edward Island	" "	5	- 1	—
New Brunswick	" "	32	- 23	+ 3
Quebec	" "	215	- 23	+ 1
Ontario	" "	229	- 20	- 12
Manitoba	" "	17	- 3	—
Saskatchewan	" "	13	- 4	+ 6
Alberta	" "	37	+ 2	+ 5
British Columbia	" "	103	- 7	+ 13
Without work, seeking work and available for work	" "	625	+ 35	—
		percentage change		
INDUSTRIAL EMPLOYMENT (1961 = 100)†	February 1976	139.3	+ 0.4	+ 1.6
Manufacturing employment (1961 = 100)†	" "	126.1	+ 1.7	+ 1.1
IMMIGRATION	Calendar year 1975	187,881	—	—
Destined to the labour force	" "	81,189	—	—
STRIKES AND LOCKOUTS‡				
Strikes and lockouts	April 1976	157	- 7.6	- 18.2
No. of workers involved	" "	303,708	+ 76.1	+ 594.2
Duration in man days	" "	702,250	+ 45.4	+ 19.4
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	February 1976	219.99	+ 1.3	+ 13.3
Average hourly earnings (mfg.)†	" "	5.51	+ 1.5	+ 14.1
Average weekly hours paid (mfg.)†	" "	38.9	+ 0.5	+ 0.5
Consumer price index (1971 = 100)	May 1976	148.0	+ 0.8	+ 8.9
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	February 1976	147.7	+ 1.5	+ 5.1
Total labour income (millions of dollars)†	April 1976	8,267.5	+ 1.1	+ 14.7
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100)	April 1976	119.1	+ 0.8	+ 4.6
Manufacturing	" "	118.9	+ 0.9	+ 5.5
Durables	" "	116.3	+ 0.6	+ 4.8
Non-durables	" "	121.6	+ 1.1	+ 6.2
NEW RESIDENTIAL CONSTRUCTION**				
Starts	April 1976	16,213	—	+ 36
Completions	" "	15,531	—	+ 26
Under construction	" "	148,480	—	+ 23

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001

†Advance data

‡Preliminary

**Centres of 10,000 population or more

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts in Existence During Month or Year			
		Strikes and Lockouts	Workers Involved	Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	977	1,054	482,180	10,894,190	0.53
*1975					
April	98	192	43,751	588,008	0.34
May	115	231	115,659	660,332	0.38
June	107	248	61,794	800,471	0.45
July	100	247	112,316	1,220,832	0.65
August	90	249	105,270	1,284,490	0.74
September	68	222	81,292	1,287,600	0.75
October	70	244	111,470	1,298,903	0.72
November	55	197	91,697	1,442,024	0.88
December	28	176	82,266	1,106,624	0.64
*1976					
January	33	164	54,590	842,250	0.49
February	46	170	148,145	603,130	0.37
March	71	170	172,468	483,060	0.25
April	66	157	303,708	702,250	0.40

*Preliminary.

STRIKES AND LOCKOUTS, APRIL 1976, BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Forestry	0	0	0	0
Mines	8	12	5,494	44,100
Manufacturing	20	66	12,172	136,050
Construction	3	8	3,866	7,310
Transpn. & utilities	7	19	24,479	67,720
Trade	4	14	822	9,160
Finance	0	0	0	0
Service	20	32	29,601	117,170
Public administration	1	4	274	3,740
Various Industries	2	2	227,000	317,000
All industries	65	157	303,708	702,250

STRIKES AND LOCKOUTS, APRIL 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lock-outs	Workers Involved	Man-Days
Newfoundland	3	10	323	5,710
Prince Edward Island	0	1	110	2,310
Nova Scotia	2	3	187	3,230
New Brunswick	1	1	77	150
Quebec	16	45	275,715	487,920
Ontario	17	51	11,217	76,210
Manitoba	3	5	676	4,920
Saskatchewan	7	8	4,792	13,740
Alberta	2	4	804	7,430
British Columbia	10	19	6,142	73,030
Federal	4	10	3,665	27,600
All jurisdictions	65	157	303,708	702,250

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				April	Accu- mulated	Termi- nation Date	Result
Mines							
METAL							
St. Lawrence Columbium & Metals Corp., Oka, Quebec	Steelworkers Loc. 7579 (AFL-CIO/CLC)	170	3,570	10,630	Feb. 03	Wages, fringe benefits —	
Gibraltar Mines Ltd., Mcleese Lake, B.C.	Can. Ass'n of Industrial Wrks. Loc. 18 (CCU)	340	7,290	10,430	Mar. 19	Seniority, safety, management rights —	
Anvil Mining Corp., Faro, Yukon	Steelworkers Loc. 8243 & 1051 (AFL-CIO/CLC)	360	7,460	8,540	Mar. 29 Mar. 30	Wages, fringe benefits, other issues — Return of office & tech. emps. —	
Denison Mines, Elliot Lake, Ontario	Steelworkers Loc. 7562 (AFL-CIO/CLC)	770	6,180	6,180	Apr. 13 Apr. 25	Wages, fringe benefits, other issues — Terminated by mutual agreement —	
Island Copper Mine, Port Hardy, B.C.	Int'l Operating Engineers Loc. 115c (AFL-CIO/CLC)	630	1,260	1,260	Apr. 23 Apr. 27	Dispute over demotion — Not reported —	
MINERAL FUELS							
Devco, Sydney, Glace Bay, New Waterford, N.S.	Mine Workers Dist. 26 (CLC)	2,000	6,000	6,000	Apr. 12 Apr. 15	Termination of bus service — Return of miners —	
Grande Resource Mgmt. & Coleman Collieries, Coleman & Tent Mountain Alberta	Mine Workers, Loc. 2633 Dist. 18 (CLC)	600	3,866	3,860	Apr. 12 Apr. 21	Wages, other issues — Terminated by mutual agreement —	
NON-METAL							
United Asbestos, Matchewan, Ontario	Steelworkers Loc. 8308 (AFL-CIO/CLC)	155	1,500	1,500	Apr. 07	Working conditions —	
QUARRIES							
Adu Granite Inc., (7 co's) Beebe, Que.	Steelworkers Loc. 7550 (AFL-CIO/CLC)	200	4,200	17,000	Dec. 29/ 1975	Not reported —	
Manufacturing							
FOOD AND BEVERAGES							
Park & Tilford, Vancouver, B.C.	Brewery Wkrs. Loc. 300 (CLC)	110	1,760	17,050	Sept. 13/ 1975 Apr. 26/ 1976	Wages, fringe benefits, other issues — Not reported —	
Life Savers Ltd., Hamilton, Ontario	Food Workers Loc. P-1207 (AFL-CIO/CLC)	120	2,520	4,320	Mar. 11	Wages —	
RUBBER							
Bow Plastics Ltd., Granby, Quebec	Upholsterers Loc. 346 (AFL-CIO/CLC)	150	2,940	3,770	Mar. 24 Apr. 28	Wages, other issues — Terminated by mutual agreement —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1976 (Preliminary) (Cont'd)

Industry Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues Result
				April	Accu- mulated	Termi- nation Date	
Uniroyal Ltd., Kitchener, Ontario		Rubber Workers Loc. 67 (AFL-CIO/CLC)	150	300	300	Apr. 21 Apr. 22	Protesting slow negotiations — Return of workers —
LEATHER							
Rosita Shoes, Montreal, Quebec		CSD	384	8,060	48,560	Nov. 04	Wages —
TEXTILES							
Consolidated Textiles, Alexandria, Ontario		Textile Wkrs. Union Loc. 1664 (AFL-CIO/CLC)	125	920	960	Mar. 31 Apr. 12	Contract issues — Terminated by mutual agreement
Celanese Canada, Sorel, Quebec		Synd. des emp. de Celanese (CNTU)	650	9,100	9,100	Apr. 12	Wages, fringe benefits, grievances —
Celanese Canada, Drummondville, Quebec		Synd. des emp. de Celanese (CNTU)	1,471	7,360	7,360	Apr. 26	Wages, fringe benefits, other issues —
WOOD							
Scierie Aimé Gaudreau, Estcourt, Québec		Syndicat des employés de scierie (CNTU)	118	2,480	4,310	Mar. 10	Wages, benefits —
Manitoba Forestry Resources, The Pas, Manitoba		Woodworkers Loc. 1-324 (AFL-CIO/CLC)	180	900	900	Apr. 09 Apr. 19	Safety Standards —
Sungold Mfg., Calgary, Alberta		Woodworkers Loc. 206 (AFL-CIO/CLC)	110	1,600	1,600	Apr. 13	Wages —
FURNITURE AND FIXTURES							
Art Laboratory Furniture Co., Montreal, Que.		Upholsterers Loc. 402 (AFL-CIO/CLC)	130	2,730	11,050	Dec. 05/ 1975	Not reported —
PAPER							
Man. Forestry Res., (P & P Div.), The Pas, Man.		Canadian Paperworkers Loc. 1403 (CLC)	300	1,340	1,340	Apr. 12 Apr. 18	Safety Standards — Terminated by mutual agreement —
PRIMARY METALS							
Ontario Malleable Iron, Oshawa, Ontario		Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	4,620	16,280	Jan. 18	Wages, fringe benefits —
Aciers Atlas Steels, Div. Rio Algom Mines, Tracy, Quebec		Steelworkers Loc. 6403 (AFL-CIO/CLC)	367	7,860	15,850	Mar. 01	Wages, fringe benefits —
Lake Ontario Steel Co., Whitby, Ontario		Steelworkers Loc. 6571 (AFL-CIO/CLC)	490	9,800	19,600	Mar. 04 Apr. 29	Wages, fringe benefits — Terminated by mutual agreement —
Bell Copper Noranda Mines, Granisle, B.C.		Cdn Ass'n of Industrial Wkrs. Loc. 10 (CCU)	175	3,750	10,510	Feb. 07	Wages, fringe benefits —
Firestone Steel Products, London, Ontario		Auto Workers Loc. 27 (CLC)	216	4,540	9,510	Mar. 01	Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				April	Accu- mulated	Termi- nation Date	Result
MACHINERY							
John Wood Co., Toronto, Ontario	Auto Workers Loc. 124 (CLC)	303	3,430	3,430	Apr. 02 Apr. 20	Wages, fringe benefits — Terminated by mutual agreement —	
TRANSPORTATION EQUIPMENT							
Bombardier Ltée, La Pocatière, Québec	Fed'n of Metal Trades Unions (CNTU)	275	3,300	26,410	Dec. 02/ 1975 Apr. 20	Wages, benefits, grievances —	
Budd Automotive Co., Kitchener, Ontario	Auto Workers Loc. 150 (CLC)	400	800	800	Apr. 07 Apr. 09	Wages, working conditions — Return of workers —	
Eaton Yale Ltd., Wallaceburg, Ontario	Auto Workers Loc. 251 (CLC)	155	1,160	1,160	Apr. 23	Wages —	
Eaton Yale Ltd., Chatham, Ontario	Auto Workers Loc. 127 (CLC)	640	4,800	4,800	Apr. 23	Wages —	
ELECTRICAL PRODUCTS							
A. Bélanger Ltée, Montmagny, Québec	CNTU	400	2,000	2,000	Apr. 26	Wages, fringe benefits, other issues —	
NON-METALLIC MINERAL PRODUCTS							
Canadian Porcelain Co., Hamilton, Ontario	Glass & Ceramic Wrks. Loc. 249 (AFL-CIO/CLC)	132	1,450	2,900	Mar. 16 Apr. 19	Wages, fringe benefits — Not reported —	
PETROLEUM & COAL PRODUCTS							
Texaco Canada Ltd., Montreal, Quebec	Oil Workers Loc. 9-618 (AFL-CIO/CLC)	300	900	900	Apr. 13 Apr. 19	Fringe benefits — Not reported —	
CHEMICAL PRODUCTS							
Canadian Industries Ltd., Brownsburg, Quebec	Steelworkers Loc. 14138 (AFL-CIO/CLC)	522	2,350	17,230	Feb. 23	Other contract issues —	
Canadian Industries Ltd., Nitro, Quebec	Féd. des syndicats des mines (CSN)	360	7,560	17,280	Feb. 24	Wages, grievances, other contract issues —	
Canadian Industries Ltd. Nobel, Ontario	Steelworkers Loc. 13704 (AFL-CIO/CLC)	175	1,750	1,750	Apr. 15	Wages, other issues —	
Polysar Ltd., Sarnia, Ontario	Oil Workers Loc. 9-14 (AFL-CIO/CLC)	1,600	6,780	6,780	Apr. 21 Apr. 27	Contract issues — Terminated by mutual agreement —	
Construction							
PEI Construction Ass'n, various locations, P.E.I.	IBEW Loc. 1432 (AFL-CIO/CLC)	110	2,310	4,180	Mar. 09	Dispute over hiring 2 men —	
Lummus Co., Sarnia, Ont.	Various Unions	3,000	3,000	3,000	Apr. 07 Apr. 08	Board & rent for employees — Not reported —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1976 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					April	Accumulated	Termination Date	
	Lummus Co., Douglas Point, Ontario		IBEW Loc. 804 (AFL-CIO/CLC)	300	1,200	1,200	Apr. 21 Apr. 27	Union jurisdiction — Return of workers —
	Sask. Const. Assn., Saskatoon Area, Sask.		Laborers Loc. 890 (AFL-CIO/CLC)	400	250	250	Apr. 26	Not reported —

Transportation & Utilities

TRANSPORTATION

Gov't of Canada (Transport), Various Airports, Canada	PIPS, (Inspectors) (Ind.)	163	1,350	1,830	Mar. 18 Apr. 29	Wages —
Transport Labour Relations (97 co's) Province wide, B.C.	Teamsters Loc. 31 and 213 (Ind.)	3,861	42,470	67,340	Mar. 23 Apr. 16	Wages — Return of workers —

COMMUNICATION

Canadian National Telegraphs, Gander, Nfld.	Railway, Transport & General Wkrs. (CLC)	120	2,520	5,520	Feb. 28	Dispute over shift scheduling —
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POWER, GAS, WATER

Churchill Falls Labrador Corp., Churchill Falls, Labrador	IBEW Loc. 2351 (AFL-CIO/CLC)	110	2,120	6,170	Feb. 09 Apr. 27	Wages — Return of workers —
Kingston Utilities Commission, Kingston, Ontario	IBEW Loc. 1678 (AFL-CIO/CLC)	110	310	2,040	Mar. 10	Wages —
Sask. Power Corp., Province wide, Sask.	IBEW Loc. 2067 (AFL-CIO/CLC)	1,280	1,320	1,670	Mar. 17 Apr. 26	Not reported —
Quebec Hydro, various locations, Quebec	Public Empls. (CLC)	9,000	4,500	4,500	Apr. 07 Apr. 07	Wages, other issues —
Quebec Hydro, Province wide, Quebec	Public Empls. (CLC)	9,500	9,500	9,500	Apr. 30 Apr. 30	Wages, other issues — Return of workers —

Trade

Brewers Warehousing Co., Toronto, Ontario	Brewery Wkrs. Loc. 326 (AFL-CIO/CLC)	327	1,640	1,640	Apr. 05 Apr. 09	Firing of 2 employees — Not reported —
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Service

EDUCATION

Various School Boards, various locations, Quebec	Les enseignants des Bois-Francs (CEQ)	831	17,450	53,180	Feb. 02	Wages, fringe benefits —
Sault Ste. Marie School Board, Sault Ste. Marie, Ontario	Ont. Sec. School Teachers Fed.	405	2,840	11,350	Mar. 03 Apr. 12	Wages — Legislation, teachers returned —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1976 (Preliminary) (Concl'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				April	Accumulated	Termination Date	
Location							Result
Ottawa Board of Education, Ottawa, Ont.	Ott. School Board Empls. Ass'n		900	2,700	9,900	Mar. 22 Apr. 05	Wages, other issues — Return of maintenance workers —
Dawson College, Montreal, Quebec	Dawson Teachers Union (Ind.)		500	500	500	Apr. 20 Apr. 21	Protesting slow negotiations — Return of teachers —
HEALTH & WELFARE							
Hôpital Hôtel-Dieu, Sorel, Québec	Social Affairs Fed. (CNTU)		589	10,940	10,940	Apr. 05	Wages, other matters —
Centre hospitalier de Verdun, Verdun, Québec	Social Affairs Fed. (CNTU)		1,200	14,570	14,570	Apr. 06	Wages, other matters —
Hôtel-Dieu d'Arthabaska, Arthabaska, Québec	Social Affairs Fed. (CNTU)		850	13,960	13,960	Apr. 08	Wages, fringe benefits —
Quebec Hospitals (70), Various locations, Que.	Social Affairs Fed. (CNTU)		20,000	20,000	20,000	Apr. 13	Wages, other issues — Return of non-prof. emps.
Sask. Health Care Assn., Province wide, Sask.	Sask. Union of Nurses		2,500	11,500	11,500	Apr. 24	Wages —
Souris Valley Ext. Care Hosp., Weyburn, Sask.	Public Empls. Loc. 600 (CLC)		417	420	420	Apr. 30	Not reported —
ACCOMMODATION & FOOD							
Island Hall Hotel, Parksville, B.C.	Hotel Empls. Loc. 835 (AFL-CIO/CLC)		104	2,230	10,540	Dec. 11/ 1975	Not reported —
London Proprietors (6 hotels), London, Ont.	Retail Wholesale Loc. 448 (AFL-CIO/CLC)		150	3,210	5,030	Mar. 15	Not reported —
MISCELLANEOUS							
Mid-Island Public Employees Ass'n., Nanaimo & Ladysmith, B.C.	Public Empls. Loc. 401 (CLC)		270	5,130	5,130	Apr. 01	Fringe benefits, other issues —
Mid-Island Public Employees Ass'n., Nanaimo & Ladysmith, B.C.	Public Empls. Loc. 606 (CLC)		230	4,370	4,370	Apr. 05	Fringe benefits, other issues —
Public Administration							
LOCAL							
City of Sydney, Sydney, N.S.	Public Empls. Loc. 759 (CLC)		110	1,760	5,390	Feb. 16 Apr. 23	Wages — Not reported —
Various Industries							
Quebec Gov't, Province wide, Quebec	Various Unions		50,000	50,000	50,000	Apr. 23 Apr. 23	Wages, other issues — Return of workers —
Quebec Gov't, Province wide, Quebec	Various Unions (Common Front)		177,000	267,000	267,000	Apr. 29 Apr. 30	Wages, other issues — Return of workers —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. Cat. No. L2-29/1974.

Labour data

Union Growth in Canada in the Sixties. A 202-page report containing analysis and detailed data on union membership by province and industry during the period 1957-1970. (Bilingual) Price \$5.00 (\$6.00 outside Canada). Cat. No. L41-9/1976-1.

Labour Organizations in Canada, 1974-75 (annual). A directory of labour organizations including principal officers, union publications, provincial distribution of locals, and statistics on union membership affiliation. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-2/1975.

Strikes and Lockouts in Canada, 1973 (annual). Contains a variety of statistics on strikes and lockouts, including number of incidents, workers involved and duration in man-days. Information is provided on all strikes and lockouts involving 100 or more workers. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974 (annual). A series of reports containing data, as of October 1, on wage rates for a wide variety of occupations and on standard hours of work. Wage rate data are provided by industry, size of establishment and whether union or non-union. Separate reports are available for the major communities across Canada. (Bilingual). Various prices. Cat. No. L2-5/1974 (Community).

Working Conditions in Canadian Industry, 1974 (annual). Contains statistical data, effective October 1, on hours of work, paid holidays and vacations, and extent of unionization for office, non-office and other employees. Includes breakdowns by province and industry. Price \$2.50 (\$3.00 outside Canada). Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free. Cat. No. 238-3274.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1976. A comparative summary of human rights legislation in all Canadian jurisdictions including major legislative developments of 1975. Available in either English or French. Price \$2.00 in Canada, \$2.40 in other countries. DSS catalogue no. L34-23/1976

Occupational safety and health

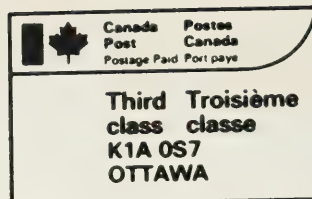
Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free. Cat. No. L-36/2072.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free. Cat. No. L36-23/1974.

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Bleak future for "The Class of '76"

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 9, September 1976

NEWS BRIEFS

- | | | |
|--|--|--|
| <p>462 THE ECONOMY</p> <ul style="list-style-type: none"> • Fringe benefits dropped <p>462 EMPLOYMENT</p> <ul style="list-style-type: none"> • Future trends in Quebec <p>462 WAGES</p> <ul style="list-style-type: none"> • Minimums raised in Que., N.B. and NWT • Lowest increase since '73 <p>463 WORKING TIME</p> <ul style="list-style-type: none"> • More flextime in U.S. • Flextime preferable to four-day week | <p>463 MOTIVATION</p> <ul style="list-style-type: none"> • Productivity declining in low-wage jobs <p>463 INDUSTRIAL DEMOCRACY</p> <ul style="list-style-type: none"> • Confidentiality issue for worker-directors • Worker-directors in N. Ireland • France proposes limited worker participation plan • Italian unionists win concessions | <p>464 HEALTH AND SAFETY</p> <ul style="list-style-type: none"> • Leukemia increase among rubber workers <p>464 THE ILO</p> <ul style="list-style-type: none"> • New members |
|--|--|--|

FEATURES

- 465 Dismal job prospects for "The Class of '76" by Roy LaBerge
- 470 "Worker participation" a varied concept by Roger Blanpain
- 473 Current trends in U.S. industrial relations — Why U.S. unions reject co-determination by Thomas R. Donahue
- 478 International labour conference 1976 by John Mainwaring
- 481 The tripartite world employment conference by H. John Harker
- 483 The employment ratio as a policy indicator by Christopher Green
- 487 Increased minimum wages don't necessarily mean more unemployment by Steve Maphangoh
- 493 The fair pay indicator by Robert Nielsen
- 495 Labour legislation in Canada, 1975 — Part 5 — Workers' compensation by Michael Gauvin

DEPARTMENTS

- 498 FORUM
- Comments on Goldenberg article
 - Reaction to Finn's views on wage curbs
- 499 BOOKS
- Miners and Steelworkers: Labour in Cape Breton by Paul MacEwan — reviewed by Martin Dolan
- 500 FIFTY YEARS AGO
- mortality rate among wage earners
 - Ford Motors adopts 5-day week
 - industrial agreements and schedules of wages
- 501 PRICES AND EMPLOYMENT
- 502 ADDITIONS TO THE LIBRARY
- 505 LABOUR STATISTICS

NEWS BRIEFS

WAGES

Minimums raised in Que., N.B., and NWT

The legal minimum wages have risen in Quebec, New Brunswick, and the Northwest Territories.

In Quebec, the minimum went up by 7 cents an hour to \$2.87, July 1. That was the first increase since Dec. 1, 1975 when it rose from \$2.60.

In New Brunswick, the minimum was increased from \$2.30 an hour to \$2.55, and it is to go up again on Nov. 1 to \$2.80.

In June, the Northwest Territories raised its minimum wage for adult workers 17 and over to \$3 an hour. The rate for those under 17 is \$2.55.

Lowest increase since '73

Major agreements reached in the second quarter of 1976 recorded the lowest average wage increase since the end of 1973.

The average annual increase in base rates of 11.5 per cent in the 143 second-quarter settlements compares with an average of 14.5 per cent in the first quarter.

Average increase in the 89 one-year agreements reached in the second quarter was 12.4 per cent. In the 35 two-year agreements it was 12.7 per cent in the first year and 8.4 in the second, and in the 19 three-year pacts, 20.9, 7.3 and 5.2 per cent in the first, second and third years respectively.

The 470 agreements reached during the 12-month period ended with the

THE ECONOMY

Fringe benefits dropped

Many Canadian companies have cancelled or postponed plans to increase employee fringe benefits because of the federal anti-inflation program.

Hewitt Associates, a Toronto-based firm of actuaries and personnel consultants, said 28 of 112 companies it surveyed had intended to add new employee benefits and another 35 had intended to expand existing programs. Five cancelled their plans however, and 33 postponed them. The cancelled or postponed proposals included dental programs, improved pensions and new prerequisites for executives.

The survey of corporate response to the federal program was carried out between February 20 and April 8.

EMPLOYMENT

Future trends in Quebec

By the 1980s, one out of six workers entering the Quebec labour market will be a university graduate, according to André Raynauld, chairman of the Economic Council of Canada.

He said also that the working-age

population — 14 and over — will cease to grow in the province five years from now, with just enough young people entering the labour market to replace retiring elders.

Raynauld made the statements at a June conference on Quebec's human resources, organized in Montreal by the ECC and the provincial Chamber of Commerce.

He said immigration had not been a dominant factor in the growth of the Quebec labour force in the 1946-1970 period. For every 100 immigrants arriving in the province, there were 71 emigrants, for a net gain of only 29, compared with net gains of 79 for Ontario and 65 for all of Canada.

"Barring a marked turnabout of this trend, the only sizeable reservoir of labour available for industry in Quebec by the early 1980s will be among youth, women and retired people who would not normally hold or seek employment," he said.

He said openings in day care centres in the province remain "notoriously inadequate" and more would be needed to attract more women into the labour force. Providing more part-time employment could also help lessen the labour shortage by attracting not only more women but also a greater number of young people and retired workers.

"The Quebec labour force will not only be more mature but more educated as well," Raynauld added. "Between 1981 and 1985, one out of six new workers will be a university graduate, compared with one out of 15 in 1971."

second quarter of this year provided for average annual increases of 13.8 per cent.

The Labour Canada figures take into account the effects of Anti-Inflation Board rulings and their subsequent ratification by the bargaining parties where confirmed data was available.

WORKING TIME

More flextime in U.S.

More U.S. federal public servants may soon have an option available to them that Canadian public servants have had for almost three years — flexible working hours.

Experimental flexible hours programs have been operating in the U.S. geological survey and the social security administration. The results have been satisfactory, and it is expected the experiments will be broadened to more areas of government employment.

Flextime preferable to four-day week

The four-day week has been described as a fad in the process of disappearing.

Dr. Saul Gellerman, a New Jersey authority in personnel counselling, says a more permanent answer to absenteeism may be found in flexible working hours and other methods of giving employees more discretion and control of their work.

In an address in Vancouver to the Industrial Relations Management Association of British Columbia, Gellerman said management is

mistaken in assuming that turnover is more important than absenteeism, which it has come to tolerate.

"The failure is in the way they do their cost accounting," he said. The accountant posts costs where he finds them, not necessarily where they are caused.

He said management, instead of tolerating absenteeism, should be aware that it causes productivity problems, by overloading others with work, forcing work at too high a pace, or having less-skilled people doing the work of a more highly skilled absentee.

MOTIVATION

Productivity declining in low-wage jobs

The Toronto Star quotes a leading authority on management as saying lack of motivation to work has drastically reduced productivity in today's affluent society, and that nobody really wants to motivate workers anyway.

"You might get the workers at the minimum wage, but their productivity is well below the minimum wage," Frederick Herzberg of the University of Utah is quoted in an interview. "Where a worker used to put in 60 hours at top speed at the minimum wage, today he only works 40 — and only 20 psychologically."

In the interview, Herzberg traces the loss in motivation in workers to a change in attitude of immigrant workers who have always taken a high proportion of minimum-wage jobs. They no longer "see themselves as inferior and submitting to

drudgery in the hope their children will be assimilated."

Herzberg is also quoted as saying most managers are afraid of motivated workers because "they don't know how to handle them. They lose control."

INDUSTRIAL DEMOCRACY

Confidentiality issue for worker-directors

DGB, West Germany's major labour federation says union-nominated representatives on the supervisory boards of companies have a "positive duty" to convey to their unions information acquired in the course of their duties on the boards.

Industrial Relations — Europe, a monthly publication from Brussels, says the DGB's assertion is based on its interpretation of a ruling by a federal supreme court in Karlsruhe. The court stated that individual members of a supervisory board enjoy a certain degree of freedom in deciding for themselves whether a particular piece of information should be passed on to others.

"Starting from this premise," *Industrial Relations — Europe* reports, "the DGB argues that union representatives on the board have a special commitment to communicate information to those they represent, and this requirement takes priority over general rules of secrecy — even where it could be detrimental to other interests on the board."

The periodical observes that the DGB's stand "adds further controversy over disclosure which has attended the passage of the Co-determination Act."

Worker-directors in N. Ireland

An industrial-relations consultant says the value of worker-directors on company boards in Northern Ireland may be destroyed by their dependency on executive management for information.

Keith Jones is a consultant whose firm was hired by trade unions at the Harland & Wolff shipyards where a tripartite management board has been set up with management and union representatives as well as government nominees.

Writing in the *Irish Times*, Jones says the information supplied to worker-directors may be suspect and hence they should have the facilities to analyse and interpret it before passing it on to workers. For this, he argues, they should have their own research centre, funded primarily by the firm.

France proposes limited worker-participation plan

President Giscard d'Estaing has outlined new proposals to increase worker involvement in the management of French companies, but they are much more moderate than those of the government-sponsored Sudreau report published in 1974.

Sudreau had proposed that workers' representatives should get up to one third of the seats on the supervisory boards of companies employing 2,000 workers or more.

But the new proposal, which Giscard d'Estaing hopes Parliament will adopt before the year is out, would allow the companies to allocate supervisory board seats to employee representatives if management wants to do so. At least one of the representatives would be an executive cadre employee, and the arrangement by which they would be selected

would be determined by a general assembly of shareholders.

It is estimated that fewer than 400 companies in France employ more than 2,000 people, and only 100 of them have supervisory boards.

The government also proposes, however, to give works councils — *comités d'entreprises* — the right to demand information on the company's situation, under certain conditions, as well as its plans for dealing with specific problems. And councils within groups of companies would have the right to demand the formation of a group with the right to inspect the consolidated accounts.

Legislation is also expected to be drawn up requiring companies to organize meetings at which employees would be free to express their opinions on conditions within the plant, and to hold the meetings during working hours.

Italian unionists win concessions

Italian unions have won extensive consultation and information rights in new collective agreements affecting 2.7 million employees in the metal, chemical and building industries.

The agreements oblige employers to inform factory councils and local union offices in advance of plans affecting employment levels or job allocation, investment, distribution of production capacity and the working environment. At least one meeting must be held annually for this purpose.

Italian union leaders who negotiated the agreements say their ultimate objective is not co-determination in the West German pattern, which they fear would jeopardize their autonomy. They say, however, that the concessions show that Italian

employers are beginning to accept the rights of employees to information about matters that affect them.

HEALTH AND SAFETY

Leukemia increase among rubber workers

Business Week says new statistics indicate that the incidence of leukemia among synthetic-rubber workers is three times as high as among the general population of the United States.

The National Institute of Occupational Safety and Health has held a fact-finding hearing in Cincinnati on the problem, and *Business Week* says federal inspectors have started checking work site conditions at more than 50 styrene/butadiene polymerization plants. The magazine says the indications of a new health hazard have union leaders up in arms.

The synthetic rubber controversy was precipitated by a study in March that showed "an apparently abnormal" incidence of leukemia at a Firestone Synthetic Rubber and Latex Company plant in Akron, Ohio, the report says.

THE ILO

New members

Four more states have joined the International Labour Organization — Papua New Guinea, the Bahamas, Mozambique, and Angola. The additions raise the number of member states in the tripartite organization to 132. [9]

Dismal job prospects for "The Class of '76"

by Roy LaBerge

Canadians have been told they will have to lower their expectations if the economy is to recover from its current sluggish growth rate, and the current labour market is bringing this grim message home to thousands of graduating students in the "Class of '76."

It is estimated that 94,000 students will graduate from universities this year, and another 60,000 from community colleges and other post-secondary institutions. The totals won't be known, however, until after fall convocations.

Their employment prospects may be the worst facing any graduating class since the 1930s Depression and there is little likelihood they will improve in the near future.

In its midyear economic forecast, the Conference Board in Canada predicted a growth rate of only 5 per cent this year and 4.5 per cent in 1977. It foresaw a continuing weak labour market, with a 1977 average unemployment rate even higher than its 1976 estimate of 7.2 per cent.

If the Conference Board is right, that will mean the third consecutive year of more than 7 per cent unemployment — the rate was 7.1 per cent in 1975. With about 200,000 people leaving school to enter the labour market every year, the lowest unemployment rate so far in the 1970s was 5.4 per cent in 1974. That followed rates of 5.6 per cent in 1973, 6.3 per cent in 1972, 6.4 per cent in 1971 and 5.9 per cent in 1970.

Roy LaBerge teaches social science at Algonquin College, Ottawa. He is also a journalist and former editor of Canadian Labour.

Generally poor employment prospects were forecast in the midyear national survey by Manpower Temporary Services of Toronto. Of 1,318 companies responding, 69 per cent predicted no increase in employment, 3.3 predicted decreases and only 21.5 per cent foresaw any growth in their labour force.

Canada makes no official count of unemployment — or underemployment — of each year's graduating class, but Statistics Canada, in its midyear labour force survey, found an unemployment rate of 10.2 per cent for labour force members in the 20 to 24 age category, in which most graduates fall.

Despite the lack of official data, there are many indications that job prospects are generally poor for the expected 32,000 arts and education graduates, but somewhat better for the approximately 10,000 graduates in science, commerce, and business administration.

Job prospects are "bleak" for arts, nursing, and education graduates

Many of the 2,700 law graduates are running into a tight labour market, and the 1,600 students expected to graduate from universities with nursing degrees face competition in a declining market from thousands of community college graduates.

Roger Worth, a writer for *The Financial Post*, has quoted a Canada Manpower official as saying that 25 per cent of the graduates from spring convocation still had not found jobs by mid-summer and that another 25 per cent were underemployed.

"Jobs aren't available even in the most specialized fields," the unidentified official was quoted as saying. "There are all sorts of cases where people with master's or doctor's degrees are driving cabs, waiting on tables or working as labourers."

Those percentage estimates, however, were not supported by John Armstrong, assistant director of information for manpower programs in the federal Department of Manpower and Immigration.

"They are quite probably the first-hand, subjective opinions of a manpower official in one area," Armstrong asserted, "but to quantify them on a national level is not accurate. Moreover, it is hard to measure under-employment."

Accurate measurements may be lacking, but newspaper reports across the country suggest Canada is not tapping the potential ability of many graduates. A PhD graduate

in history, after applying unsuccessfully for 140 academic positions, took a \$3-an-hour job as a salesman in a tobacco store. An employer who advertised for a warehouse foreman got replies from seven masters of business administration. Hospitals from several southern states of the U.S. started successful staff recruiting drives in Ontario where hundreds of newly-graduated nurses couldn't find work. One nursing graduate could not even find a job as a ward aide, her occupation before she entered nursing school. Some arts and general science graduates found jobs, but only after sending out from 150 to 200 resumés and following them up with telephone calls.

One master of science graduate from Carleton University in Ottawa decided to become an apprentice plumber to improve his potential earning power. Carleton president, Michael Oliver, says the graduate's choice of a career in plumbing does not disturb him. Oliver holds the view that while universities provide young Canadian adults with an opportunity to study, exchange ideas with academics, and perhaps come to a better understanding of themselves and their society, they are not necessarily places where people go to prepare themselves to hold jobs.

That view may be shared by other academics, but it is not the one held by hundreds of thousands of students who enter university to qualify for employment at above-average salary levels. These students will find little consolation in the findings of the Technical Service Council, a non-profit personnel consulting and placement service that makes quarterly surveys of 1,500 employers from coast-to-coast, all in the private sector of the economy.

The Class of '76 must lower its job expectations

classes have been hard hit by the economic slump," the council reported. Its midyear survey found job openings for executives, accountants, scientists and other professionals down 25 per cent from mid-1975. The council attributed the decrease to slower growth of both consumer spending and capital expenditures by industry, as well as slow export sales and a decrease in hirings by government.

The council found labour market shortages — and hence good job prospects — for some professional categories in engineering, computer programming and systems analysis. There were also some job openings for personnel managers, purchasing agents and plant managers, though only half as many as a year ago. And that's about where the Council's optimism ended. It found only poor job prospects for architects,

architectural draftsmen, electrical draftsmen, chemical laboratory technicians, metallurgists, time study people, biologists, biochemists, corporate planners and even market researchers.

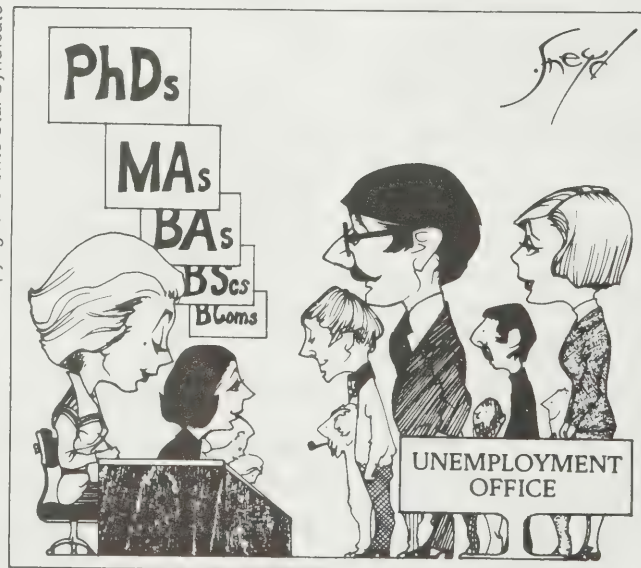
The council said, however, that civil and electrical engineering graduates were having a hard time finding work but would get jobs eventually "if they were not too selective about job type and location." There were also "reasonable" prospects for commerce graduates in marketing, finance, and accounting.

Prospects for arts and general science graduates ranged from "indifferent" to "poor", with some of the "class of '75" still unemployed.

The council reported that master's graduates in many disciplines, including business administration, were also finding job prospects poor, and most universities reported "poor" or "non-existent" job prospects for PhDs.

Otherwise, the council says, its current surveys appear to bear out

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"The 1976 university graduating

predictions it made in mid-1975 in a 10-year forecast: good job prospects for business and commerce, chemistry and engineering graduates until the 1980s, when demand would decrease sharply. That survey found the bachelor or honours bachelor degree to be the qualification sought most by industry, and it predicted that master's and PhD graduates would have trouble finding employment.

The bleak prospect facing many PhDs comes as no surprise. Almost a decade ago, at hearings of a special Senate committee on science policy, it became apparent that surpluses of PhDs were developing in several disciplines. In 1971, an Economic Council of Canada economist found job prospects "uncertain" for PhDs in their traditional occupations. "There is no possibility that the 13,800 PhD graduates that can be expected in the next five years will be absorbed by universities in the traditional manner," wrote Max von Zur-Huehlen.

In the population boom that flooded Canadian campuses in the 1960s, the universities not only absorbed the PhDs graduating in Canada in that decade but also imported large numbers from abroad. That was during a period of rapid expansion, with enrolments increasing at an average 12 per cent a year, but those increases have slumped in the 1970s. There are few avenues of employment for PhDs outside universities. von Zur-Huehlen found that foreign-owned industries were cutting back their research programs in Canada, and so was the federal government.

Some holders of new doctorates have found work as teachers in high schools and community colleges — which they regard as "under-utilization of their training." That avenue is not a broad one, for two reasons: community colleges cannot always

meet PhDs' salary expectations, and many of the colleges "remained unconvinced that 'overtrained' research scientists have undergone the ideal preparation for their type of education."

On the job market, Canadian PhDs also face competition from a similarly qualified, but much greater number of PhDs produced by U.S. universities. von Zur-Huehlen says Canadian universities hold several attractions for U.S. graduates: "a two-year tax holiday, a shorter academic year, rapidly improving salary structures, a different social and political climate, and the possibility of achieving academic distinction and then returning to the United States when the opportunity arose."

Canada is not tapping the potential ability of its university graduates

One result of the anti-inflation program has been cutbacks in government spending at all levels — federal, provincial, regional and municipal — throughout the country, aggravating an already bad employment situation. One cutback that particularly hurt the class of '76 was a reduction to \$24 million of the federal summer employment program for students.

In recent years, almost 1.5 million students have joined the labour force during their summer vacations, hoping to earn money to cover all, or at least part, of the following year's education expenses. With the federal program cut this year, untold numbers face the prospect of not returning to their schools, and their continuing

presence on the labour market may mean extra competition for new graduates.

An NDP Member of Parliament, John Rodriguez, has estimated that 15 per cent of the students, or more than 225,000, didn't find any work at all this summer and hence won't be returning to classes this fall. Nobody knows precisely how many students are unemployed because Statistics Canada dropped its annual survey of student summer employment this year, as a cost-saving measure.

While few universities conduct formal surveys of job prospects or graduates' employment, several campus officials have provided *The Labour Gazette* with reports on their experience with employers and 1976 graduates. One experience common almost everywhere is that graduates in education, nursing and several other health professions are having trouble finding professional openings because of government spending cutbacks in their fields.

According to Peggy O'Neill, information officer of the federal Directorate of Manpower in Edmonton, this was true even in Alberta where the Technical Service Council found professional openings in the private sphere the highest in the country because of the oil sands project and other resources development.

M. J. Kelly, director of career planning and placement at Queen's University in Kingston, Ontario, reported that graduates in health science fields were having difficulty finding jobs in the province, as were graduates of arts and science programs, but almost all graduates in commerce, business administration and applied science who were seeking employment on graduation "have obtained it."

W.H. Thomas, branch manager of the Canada Manpower Centre at McMaster University, Hamilton, Ont., found a noticeable drop in the number of employers who were recruiting on campus in recent years. He attributed this not only to the current labour market but also to the fact that many employers are hiring business or technological graduates of community colleges "and using them in areas where previously university graduates were in fact, underemployed."

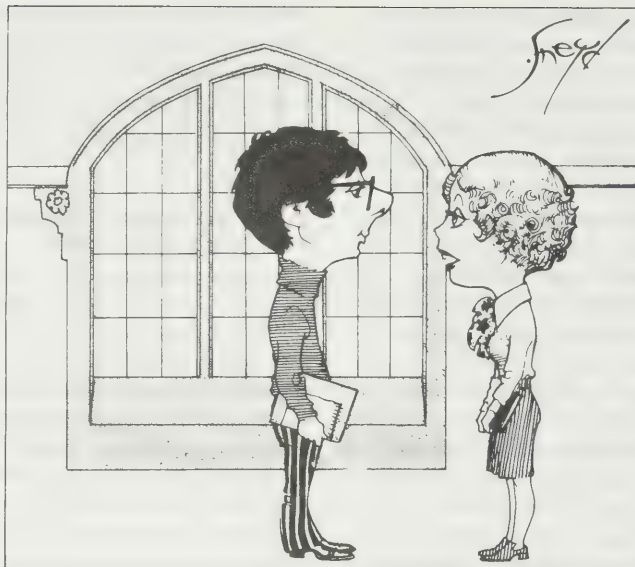
At McMaster, as elsewhere, arts, health science and social work graduates were not doing as well as engineering, computer science, chemistry, commerce and business administration graduates. Chemistry graduates were in "average" demand, and the demand for biochemistry and biology graduates was only "fair." Thomas also noted "very little demand" for graduates in physics, pure mathematics and geology — "a decline from other years."

Although graduates from applied programs generally fared better on the labour market, Thomas still sees a B.A. degree as a valuable step to employment: "In many cases, the emphasis is on the personal suitability of the graduate as opposed to the field in which he or she graduated. A B.A. graduate is still hired ahead of a graduate from an applied program if he or she has the best personal qualities and potential. The arts graduate, of course, has the added onus of having to be able to project these qualities in resumés or by telephone in order to arrive at the initial interview stage."

Thomas observed also that employers look for graduates who "display skill in communication, problem solving and interpersonal relations."

At Dalhousie University in Halifax,

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"What are you going to be unemployed at when you graduate?"

Nova Scotia, commerce, business administration, law and medicine graduates have been the most successful on the labour market, according to Ellen O'Leary of the university's personnel office. "However, as may be expected in these times, arts and science graduates are having a very hard time finding employment," she reported.

The situation was similar at the University of Prince Edward Island in Charlottetown. W.J. Power, manager of the on-campus Manpower Centre, reported a strong demand for business administration graduates in accounting, finance, management and marketing. Job opportunities

were "rather limited" for bachelor of science and bachelor of arts graduates, especially in the social sciences. "However," he added, "some opportunities do exist if the graduate is willing to undergo on-the-job training in such areas as banking and sales."

Power noted a dramatic drop in the demand for bachelor of education graduates because of government spending restraints and a decrease in school enrolments, but added: "It appears, however, that there is still a moderate demand for teachers in Western and Northern Canada, particularly in British Columbia, and our graduates are actively pursuing employment opportunities in those areas."

At Mount Allison University in Sackville, New Brunswick, E.D. Boothroyd, manager of the on-campus Manpower Centre, described the picture as "probably no different from other universities across Canada."

Government spending cutbacks have aggravated an already bad situation

"B.A. and B.Sc. graduates have been getting little attention from recruiters," he says. "They have no specific marketable skills, and wherever they apply they find others have been there before them." While teaching contracts had been signed by only about one third of bachelor of education graduates, employment prospects appeared "reasonable" for bachelor of commerce graduates. There was also a "fairly high demand" for graduates of Mount Allison's bachelor of arts program with a secretarial certificate.

The one campus that reports good prospects for its education graduates is Université de Moncton in New Brunswick, largely because they are bilingual and there is a demand for teachers of French as a second language. Some of them, however, would be accepting teaching jobs in Quebec, Ontario and the Prairie provinces.

There are some jobs for B.A. graduates who will take on-the-job training in banking or sales


Otherwise, Marcel J. Caron, manager of the on-campus Manpower Centre, reported employment prospects as "generally good" for business administration and engineering graduates, but as "bleak" for arts graduates. Some social science graduates might find employment in Quebec, but the New Brunswick job market for them is "saturated." Caron is generally optimistic: "the fact that most of our students are bilingual has proven a tremendous advantage in their employment prospects. In past years, placement

of our graduates has been good and the same results are anticipated this year.

In its 1976 study of the Canadian labour market, the Economic Council of Canada found that many young people enter the market "with little appreciation of the world of work" and that part of their job dissatisfaction "seems to reflect a mismatching of their educational training and expectations with the realities of the jobs they are offered."

To young people who have been guided by parents, teachers, professors and guidance counsellors throughout their lives, it is a particularly shocking experience to have to seek work in the labour market of the late 1970s. They find little consolation in predictions by the Economic Council of Canada and Statistics Canada that job opportunities will improve in the 1980s.

On October 14, 1975, when Prime Minister Trudeau announced the anti-inflation program, he said he was asking the people of Canada "to accept tough limits on their behaviour so that our economy can recover, so that we can all be much better off than we would be if we allowed the economy to continue along its present destructive course."

Thousands of members of the Class of '76 have had to accept the limits imposed on their behaviour by unemployment or underemployment, and they see little prospect of any improvement in their status. This is a far cry from the expectations with which they entered university three or four, or even seven or eight years ago. 

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"When I get back to school, I'm going to write an essay on the things I didn't do this summer."

"Worker participation" a varied concept

by Roger Blanpain

Confusion surrounds the notion of "worker participation" because it implies so many different things. This somewhat imprecise term has been used to describe everything from a radical re-ordering of society under worker control, as in Yugoslavia, to a retention of a traditional free enterprise economy with employee-influenced terms and conditions of employment.

The various types of "worker participation" in Western Europe currently range from French-style employee profit sharing to workers on the company's board of directors. Participation may include employee input regarding determination of wages and working conditions, the organization of work, or even major financial decisions affecting the company. Varying degrees of "information," "consultation," "co-decision," and "self-government," are included in the various systems.

Attempts to compare and assess the impact of such worker participation models in various countries, however, are fraught with difficulties. Many analysts fail to take into consideration the historical, cultural, and social environment which has given rise to a particular industrial relations system. It is tempting to interpret other countries' systems in the light of one's own experience and outlook.

There is no such thing as "participation à la carte," nor is it possible to

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transplant holus-bolus a piece of a labour relations system from one country to another. Institutions that are successful in one country are not guaranteed success in another. The most one can do is try to understand how each country's worker participation system functions. This will help put one's own system in perspective, help re-evaluate it and perceive its requirements and shortcomings.

Whatever the social and historical framework involved, the main thread that links all systems of worker participation is that its ultimate goal is obtaining greater employee influence on management decision-making.

Even with this goal in mind, the various levels at which participation takes place adds another complexity in comparing systems. Worker participation can take place on the shopfloor, the plant level, industry-wide, nation-wide, European, or even internationally.

It can take place through a bewildering array of channels — collective bargaining, management boards, worker-directors, works councils, and worker consultation, to name only a few.

Despite the variety of models, channels, and ideologies, some general problems and shortcomings apply to them all. Many critics charge that "industrial democracy" focusses too much on institutions rather than on the problems of people. Many agree that there is too often a gap between what laws guarantee and what actually happens. Hence, there is the need to adapt legal institutions to the needs of the people they affect and to create instruments that will benefit employees rather than merely meet the needs of companies.

The role of trade unions in worker participation schemes is a major problem area yet to be solved. There is no unanimity concerning this role. Should unions nominate candidates for works councils or supervisory boards? Should they play a more indirect role?

Another unresolved question is the relationship between collective bargaining and the works council. Should collective bargaining come first and the works council second, playing an important role only when the issue in question is not regulated by collective bargaining?

It now is evident that collective bargaining alone does not always provide employees with enough power to influence decision-making, whereas participation on the supervisory

board or works council gives employees this power — legally — whatever the circumstances of the enterprise or the economy may be.

The fact that there are employees on supervisory boards should not replace collective bargaining, especially in countries that practice industry-wide bargaining. The delicate balance between the solidarity of the working class and the corporate interest of workers and their managers in the enterprise, must be maintained. Sitting on supervisory boards should not exclude the right to strike, either in theory or in practice.

Even here, critics have pointed out that participation in Western Europe is still no more than minority representation, and that even in cases where there is near-parity, as in West Germany, the change in the balance of power has been minimal, given the fact that the daily running of the enterprise has remained unaffected and the supervisory boards, meeting four or five times a year, have not given

There is no such thing as “participation à la carte”

workers the influence they expected. On the contrary, such worker participation has been seen to increase management power while at the same time helping to legitimize the economic power-base of industry in our society.

Another important prerequisite to effective worker participation is information on such items as investment, expansion, and

mergers. Such information should be made available to the worker representatives in time for them to assess the situation and have an input to vital decisions affecting the future of the enterprise. The problem of conveying complex information to workers, especially that of a so-called “confidential” nature, has too long been used as an excuse to keep workers in a powerless position, and is no longer justifiable.

The loyalty conflict that may be experienced by employees sitting on supervisory boards is another aspect of worker participation. Conflict between loyalty to the firm, loyalty to the union, to fellow employees, and loyalty to the working class in general, are all present. [See LG, Aug. '76 p. 446.] Some observers minimize the importance of the various loyalty conflicts. They say the conflicts of daily life, such as found in the role of husband, wife, mother, father, are dealt with by average people, so that a conflict of loyalty cannot validly be proposed as sufficient reason to keep workers or union members off decision-making bodies.

Another aspect of the “worker participation” dilemma is: How much participation can there be in a world where decisions are often made in faraway headquarters of multinational companies, where workers have no channel to influence the real decision-makers? It is not unrealistic to posit that international collective bargaining may have to become a reality along with internationally-composed supervisory boards and international works councils working across international boundaries. Although such prospects raise some enormous difficulties, we cannot avoid the challenge. An even more basic question, given appropriate

How much participation can there be in a world where decisions are often made in faraway headquarters of multinational companies?

opportunities for “worker participation,” is: “Are employees really participating?” How much participation is there if only 10 out of 10,000 employees sit on a supervisory board, or if 10 out of 500 employees sit on a works council? How involved are the vast majority of workers confined to the shopfloor?

Are we not perhaps creating a worker elite of those who are informed, who participate, and as a result get special social status, job security, and an office of their own while the vast majority are either barred from involvement or couldn't care less about participation? Is it not at the shopfloor that participation should start first? Will we not have to devote more time to work consultation, autonomous work groups and job enrichment schemes, to decentralized decision-making?

In addition to the necessity for shopfloor participation, there is the dilemma of middle management's role in worker representation. Research in West Germany indicates that an important goal of middle management is to participate in decision-making. But how? This level of worker does not feel at home in the trade union movement, does not tend to identify with the works council, or even with the shareholders. Channels are needed so that this

important group of employees has a real chance to participate. The political and social forces in most European countries, however, are currently such that the chances for a middle-management role in decision-making are meagre under current worker participation systems.

While it is commonplace to stress the necessity of education for employees as well as for management, workers cannot really participate if they cannot obtain relevant training in decision-making. The problem is immense. In West Germany alone, there are at least 200,000 works council members. Members of supervisory boards and works councils especially should be trained in the handling of power, because meetings of such bodies are between those with "less" and those with "more" power.

It is only when the power differential is not too great that real employee participation in decision-making is possible. One cannot stress enough that without the proper education, the participation

structures may well be meaningless and may indeed increase the newly-legitimized power of management.

***"industrial democracy"
focusses too much on
institutions rather than on
the problems of people***

In addition, one cannot escape ideology, nor can one duck the question of what is causing the current rush toward worker participation in so many countries — in combination with demands for the reform of business. The modern industrial employer has been so successful and has so thoroughly changed our society that the structure of the enterprise itself must be adapted to the changes it helped bring about. It must also cope with the rising expectations and educational level of its workers.

As the German philosopher Kant put it, "workers are subjects, not objects." The structure of companies is already considered outdated.

The modern enterprise has become so important to the fabric of society that its functioning can no longer be left to the sole discretion of the shareholders and employees. The public interest must be taken into account and a tripartite supervisory board might well be a solution to the problems besetting our society.

Despite the many models currently in use, the debate on worker participation is really just beginning. The challenge remains and the outcome of the debate will depend largely on the attitudes of the parties involved, especially unions and managers. [g]

The foregoing is based on an address to the second International Conference on Trends in Industrial and Labour Relations held earlier this year, in Montreal.

Why U.S. unions reject co-determination

by Thomas R. Donahue

Discussing U.S. collective bargaining in the present and future tense is interesting, especially because its death was pronounced little more than 13 years ago, when one pundit concluded: "Now, however, the collective bargaining system is collapsing, and with its collapse, the unions that have been so integral a part of it face a dim and uncertain future."

Others have proclaimed that collective bargaining has been too successful — union members having made so many gains that they are now bourgeois. One wrote: "Deeply conservative and fearful of going on strike, America's unions are looking weak, indecisive and middle-aged."

Then there are those who view collective bargaining as a narrowing of workers' interests. It is, after all, a self-interest mechanism. So they call for collective bargaining to tackle a broader range of social concerns, as if the contracts between individual employers and unions can resolve what are truly national issues — discrimination, poverty, inflation, recession, safety, health care, and on and on. They look for some sort of revolutionary unionism, welfare unionism or uplift unionism — none of which have ever been acceptable to the majority of U.S. workers — which is why our unions are an unusual mixture of job unionism and social unionism.

Our structures focus first and foremost on the representation of workers in their dealings with

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employers. Unions are, of course, special-interest organizations whose first and principal function is to organize workers and represent those workers in an effort to improve their job conditions — in other words, to bargain collectively.

Only when this function is successful can our unions pursue their secondary function — the expression of social unionism. That is, the effort to improve the general condition of their members by improving the general condition of everyone in the community, be it local, state, national or international. It is in the pursuit of those larger goals, and in the unification of the more than 45,000 local labour organizations in that pursuit, that American labour can be seen as a movement with a social philosophy. But it ought to be noted that it is the emphasis on the primary function of job unionism — collective bargaining — that provides the resources and the mass support for the effective pursuit of the larger program of social interests.

To do this, to carry out that primary function, we have developed the world's most elaborate, extensive and complex system of collective bargaining. Even without the new visionary chores that some would assign to this essentially pragmatic

system, collective bargaining today faces immense tasks. It must produce agreements that will regain the huge losses in purchasing power our members have suffered, while at the same time protecting workers' jobs in an economic crisis that is far from over.

In doing this, U.S. collective bargaining will be, as it always has been, contemptuous of textbook formulas and definitions. Some sneer at its lack of neatness and disregard for perfection, and, as a result, fail to comprehend its vitality as a dynamic, flexible system of problem-solving between the differing interests of labour and management in the workplace.

In this day of computers and models, collective bargaining is inherently and defiantly human. And it is precisely that lack of machine precision that makes collective bargaining work. It sorts out the demands and the final offers and distinguishes a "wish list" from a strike issue. It continually devises new approaches, systems and techniques. It accommodates to constantly changing conditions.

Consider for a minute that the more than 14 million AFL-CIO members are covered by 150,000 collective bargaining agreements negotiated by tens of thousands of participants in the collective bargaining process. Each of these agreements is of paramount importance to the workers involved — no matter whether it is a huge corporation or a

small shop, whether it's in New York City or Kalispell, Montana.

And in spite of the concentration of media attention on major national negotiations, it is the sum of the scores of thousands of small contracts that makes up the importance of collective bargaining to the economy. And that value cannot be computed solely in dollar terms. People don't join American unions because they want to express a particular social or political attitude. They join primarily because they want to express their human dignity on the job and have it recognized on the job.

Because American unions have won equality at the bargaining table, we have not sought it in corporate board rooms

I think the most powerful example of what the trade union movement is about is a picture, now famous in our country, taken during the strike of garbage workers in Memphis in 1968. It is a picture of a black garbage worker, on strike, embattled, in a setting hostile to him for many reasons, wearing a sign which said, simply and boldly: *I AM A MAN*.

He was saying what every man and woman who ever joined a union or signed a card, or ever walked a picket line, was saying: "*I AM A MAN* (or *A WOMAN*). I am the equal of all others, and you, Mr. Employer, you will respect my human dignity."

It means more than the dollars negotiated in the wage package —

although the money is vital for an individual to enjoy that dignity he or she seeks. That dignity, once established, is the foundation on which a social program can be built to improve the worker's relative position in society, to make equality a fact. That equality is established through the collective bargaining process, a conflict relationship, where equals talk to equals. And because American unions have won equality at the bargaining table, we have not sought it in corporate board rooms.

We do not seek to be a partner in management — to be, most likely, the junior partner in success and the senior partner in failure. We do not want to blur in any way, the distinctions between the respective roles of management and labour in the plant. We guard our independence fiercely — independent of government, independent of any political party and independent of management.

Similarly, we guard our strength and our militance, and when we bargain, we bargain on all issues — whether they are mandatory subjects for bargaining under our laws or not — because realistically, they are all on the table. And we probably bargain on as many, if not more, issues than the number on which we might have any impact as members of a board of directors.

We've watched co-determination and its offshoot experiments with interest, and will continue to do so, but it is our judgment that it offers little to American unions in the performance of their job unionism role (given our exclusive representative status and our wide-open conflict bargaining), and it could only hurt U.S. unions as they pursue their social unionism functions — seeking through legislation, political action, community involvement and a host of other approaches, to improve our

We do not want to blur in any way, the distinctions between the respective roles of management and labour in the plant

members' lot by improving society generally.

In the U.S. lately, there's been a veritable flood of articles and thought pieces and studies by journalists and academicians on why U.S. unions ought to be moving in the direction of co-determination.

Somewhat similarly, there's been a flood of articles and thought pieces and studies by journalists and academicians on why U.S. unions ought to be more involved with the issues of the quality of work life, worker alienation, job enrichment and the like. All these assume that there is a surge of worker interest in participating in management or in some of the more esoteric aspects of quality of work life, and that assumption is false. They also assume that there are patterns in Western Europe and the Scandinavian countries that are totally transplantable.

All of this overlooks the fact that culture, laws, collective bargaining systems, union and management structures, and indeed companies and workers, are so different that a "common system" is not logical. I really wish some of our social researchers would investigate the social conditions and the philosophic pre-dispositions that might account for our lack of fascination with co-determination.

I can't express it very clearly — but I think that there is something in the

U.S. trade union character, something in our view of ourselves, that makes us secure in our equal status, prepared to bargain in conflict, and fully prepared to seek in that conflict the things others may achieve at board room tables.

I think, too, we exist in a society hostile to trade unionism in a different way than is true in Europe. In our exclusive recognition-or-nothing system we "go for broke" against an employer who is fighting not against the way in which we work, not against the specifics we seek, but rather against our very existence in his plant. While I don't think employers elsewhere in the world welcome unions with open arms, I do think their opposition is different in kind and doesn't threaten union existence as such.

We'll continue to watch the various experiments in bargaining and in structure, as I'm sure other nations will watch ours, and we, and our totally pragmatic system, can be counted on to accept what is valid for us — just as the systems in other nations continue to validate themselves.

In the "quality of work life" field, we have had first to survive the onslaught of the original faddists who flocked to its side announcing to all that they had just invented the wheel. I am fond of pointing out that they didn't — that U.S. unions have been in the business of improving the "quality of work life" through all the years of our existence. We have fought for a clean, safe workplace, for sensible, tolerable limits on discomfort, in short, for humane conditions — respectful of the workers' dignity.

We are as impressed as anyone with the new opportunities that modern plants and equipment, modern methods of work organization, may create for further humanizing the workplace and we

can be depended upon to participate in serious efforts to study these and develop them further. But we can also be depended upon to scoff at some of the "rainbow-chasing" being carried out by the less serious faddists who have latched onto some of the more esoteric aspects of this subject. And we'll be equally cautious and suspicious of those who will try to turn this into another effort to boost output without sharing the benefits of any increased productivity.

We've watched co-determination, and its offshoot experiments with interest...but it is our judgement that it offers little to American unions

We are convinced, with Sar Levitan, of the validity of the title of his recent book — *Alas, Work is Here To Stay* — and in spite of our best efforts to improve the quality of work life, it will remain "work" and the degree of difficulty, the degree of unpleasantness, of discomfort or hardship, will be reflected, as now, as a factor of compensation.

On the economic side, increasingly difficult issues for labour and management are finding their way to the collective bargaining table. Included are worker pressure to catch up with raging inflation, while many managers are still confronted by recession-induced problems and the impact of monetary policy on costs and liquidity. Job security, cost-of-living adjustments, pensions and supplemental unemployment benefits, all command immediate attention.

The difficulty presented by these issues lies not with the collective bargaining system — with all of its warts and imperfections — or with the tens of thousands of negotiators and other practitioners who keep the system operating. The difficulty lies with our government's economic policies and policy-makers. We have suffered through seven years of high interest rates, high inflation rates and high unemployment rates. Our housing industry has practically come to a halt and more than 30 per cent of our industrial capacity sits unused.

The economic problems that make bargaining so difficult generally are even more serious nowadays for our public sector unions in the United States. For them, the problems are compounded by a public attitude that is quite ready to make public employees the scapegoat — responsible apparently for most, if not all, of the problems of our cities and states and clearly the one group to be singled out to provide the cure.

Fire them, lay them off, cut their wages, increase their workloads, cut back their fringe benefits, even withdraw their social security coverage — anything goes in the effort to make the public employee save the cities and states single-handedly.

And so, with immense national economic problems confronting collective bargaining, the practitioners have tried to adjust to and the trade union bargainers have tried to keep pace with inflation, without destroying jobs — with mixed results. The sharp growth in the number of workers covered by cost-of-living escalator clauses is but one example of that effort to accommodate. Many unions have had to increase emphasis on income maintenance and job security provisions such as

severance pay, supplemental unemployment benefits, prohibitions on overtime work and liberalized provisions for early retirement.

There have also been in recent years a number of innovations in the bargaining process, such as the "experimental negotiating agreement" in the steel industry, the many coalition and co-ordinated bargaining programs, the establishment of the joint labour-management committee in the retail food industry, the new mechanisms or patterns discussed but vetoed in the construction industry, the negotiation of expedited arbitration and "med-arb" clauses, continuing innovative efforts to deal with technology and displacement, vastly increased interest in safety and health, and new fringe benefit breakthroughs such as prepaid legal services.

As important as these innovations are, there is a long way to go before labour's goals for collective bargaining are fully realized. Our hopes remain the same as the objectives of the government outlined 40 years ago in the Wagner Act, which created our modern-day collective bargaining system.

Those are: to create the conditions in which workers, with full freedom of association, can band together in order to equalize their bargaining power with that of the employer and thereby better enable both employer and employees to accommodate one another's interests and the interests of all the people — in a sense, to better enable them to live productive lives together — with benefits for each and all.

To these ends, governments want (or should want) to minimize or eliminate "industrial strife" and to maximize the likelihood of bargaining between employer and

I think...we exist in a society hostile to trade unionism in a different way than is true in Europe

employees that has little inflationary effect on the economy. It is to be hoped that those governmental policies are also geared to encourage a fair and appropriate distribution or redistribution of the wealth of the nation and to enhance the condition of life of workers.

The extent to which those objectives are being achieved in the U.S. is uneven. The bargaining process works once it gets under way, but the delays in the procedures of the National Labor Relations Board are probably greater than in any other area of U.S. federal law enforcement, and too often the thrust toward collective bargaining is thwarted by willful violations that net anti-union employers little more than a slap on the wrist.

For issues it can resolve, when it is given the opportunity to work, collective bargaining works quite well — indeed, it is successful in nearly 98 per cent of its efforts. But collective bargaining is an unwieldy vehicle for economic and social progress. It makes progress by agreement, not by fiat. It unites the participants by conviction, not by compulsion. Thus many of the solutions that are so easy for the pundits to perceive are difficult for the practitioners to execute.

For example, past discrimination against minorities and women cannot be resolved overnight by collective bargaining. It must not be protected by collective bargaining

agreements but neither can we accept the "solution" that suggests wiping out our seniority systems. The only real solution is the creation of jobs and an expanding economy in which real opportunity is available to the victims of past discrimination.

There are other problems, such as safety and pensions, where the collective bargaining system proved inadequate to provide the type of nation-wide, industry-wide solutions that were necessary. So the labour movement turned to its other function, social unionism, to seek legislative solutions.

The problems were different, yet similar. Unionized companies greatly resisted stringent, effective safety measures because they knew that non-union companies could avoid even rudimentary health and safety protections. As for pensions, the inability of any single body to act as guarantor, and the increasing number and complexity of plans made some regulation necessary.

Finally, in our collective bargaining there is the ubiquitous clamor for "responsibility" from labour in negotiations. Responsibility to whom or to what is rarely defined, but is generally taken to mean: don't bargain very hard, settle low and sit back to the hosannas of the press. Unions are responsible. They are responsible to their members. Management is responsible to stockholders. I submit that, most often, in meeting those responsibilities, labour and management arrive at the bargain that is, in the truest sense of the word, "responsible."

So, what does the future hold? The basic nature of trade unionism in America and the basic structure of collective bargaining will continue about the same, with adjustments made as needed. In one situation,

authority and responsibility need to be more concentrated; in another, they need to be more dispersed. The economic problems and the power structures we confront will require some mergers of existing labour organizations and some realignments of others.

There is always a need for more involvement and participation by all members, but particularly new members, young members, women and minority members. None of these developments comes easily. If our problems were capable of resolution by edict, solutions might come easily and we would have a nice, tidy labour movement — but it wouldn't be a democratic one.

It is easy to sketch out "the grand design" for a "new" labour movement and for "improved" industrial relations, but it is much more in the trade union tradition to know that there is no easy formula for remaking democratic institutions. Therefore, we must rely on solutions around which we can rally the constituency and for which we can obtain and maintain majority support.

Change will not be rapid or all encompassing, but there will be change. I think that the next few years will see:

- More mergers among unions as

the interests of the members require them.


- More co-ordination of bargaining, either through formal structures or loose-knit coalitions.
- More co-operative organizing efforts.
- New patterns of collective bargaining developing in the public sector, on an area or regional basis and with a closer correlation between public and private sector bargaining.

Collective bargaining is an unwieldy vehicle for economic and social progress

- Expanded efforts to enlarge participation by all members in union affairs, both within particular unions and within the labour movement generally, as in political campaigns, boycott efforts and in other community-related activities and goals.
- Continued reliance on political

and legislative action to achieve those goals that bargaining is unable to attain.

- Increased affiliation and unification within the house of labour — as presently unaffiliated associations develop militancy and increased reliance on collective bargaining, and with it a sense of necessity of being a part of a united whole.
- Increased international contact among unions, exclusive of international bargaining, to deal with the global threat to organized labour from multinational corporations.

If all this sounds optimistic, it is. Trade unionists are congenital optimists. We firmly believe in our ability to effect change for the better. We believe in democracy and the democratic structure of the institution of collective bargaining. And we believe we have the stamina, determination and dedication to see it through. 

The foregoing was condensed from an address to the second International Conference on Trends in Industrial and Labour Relations, Montreal.

International Labour Conference 1976

by John Mainwaring

The 61st Session of the International Labour Conference, held June 2 to 23 in Geneva, took a further important step towards the promotion of government-employer-worker collaboration by adopting the Tripartite Consultation (International Labour Standards) Convention (No. 144) and the Tripartite Consultation (Activities of the International Labour Organization) Recommendation (No. 152).

The convention provides for regular tripartite consultations within each member state on the following problem areas:

- replies to ILO questionnaires concerning agenda items of the International Labour Conference;
- government comments on the proposed texts of new conventions and recommendations;
- government proposals to parliaments or other competent legislative bodies concerning action to be taken on newly-adopted labour standards;
- joint re-examination of unratified labour standards to see whether positive action might be taken;
- government reports to the ILO on the implementation of ratified conventions;
- denunciation of ratified standards.

These consultations should take place at least once a year. Employers and workers are to parti-

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cipate on an equal footing in the consultative procedures. If appropriate, an annual report is to be issued on the results of such meetings.

The accompanying recommendation contains similar provisions, but is somewhat wider in scope. Thus the document suggests the extension of these national tripartite consultations to other ILO activities, including technical co-operation and the follow-up of resolutions adopted by the general conference or by other bodies, such as industrial committees.

Ratifications of ILO conventions now number 4,252, the conference reported. This includes 171 ratifications registered during the past year by both developed and developing countries.

Workers in factories, mines, transport, construction and agriculture may be exposed to a host of invisible hazards...

The ratification of conventions is not an end in itself, it was generally agreed. Rather, it is a means of promoting social progress in the countries concerned, and satisfactory application of ratified conventions is essential.

A total of 94 cases of progress were reported this year concerning 55 countries which have taken steps to change their law or practice as a result of earlier comments by the ILO. They bring the number of such cases recorded during the last 13 years to more than 1,000.

In all, over one third of the member states of the ILO were summoned by the Committee on the Application of Conventions and Recommendations to answer criticism and questions about the effect given to international labour standards.

The Conference Committee on the Application of Conventions and Recommendations discussed problems met by 48 countries in discharging their obligations regarding ILO standards. It noted in particular that 16 countries had not supplied information required under the provisions of the ILO Constitution.

Grave concern was expressed by the committee over persistent problems in several member states. It drew particular attention to questions concerning the application by Burma of Convention No. 87 on freedom of association, and by Chile of Convention No. 111 on discrimination in employment.

The committee drew the attention of the conference to the discussions it had had on certain other cases relating to the application of various ratified conventions in Ethiopia, Haiti, Indonesia, Liberia, Philippines, Tanzania, Uganda, USSR, Uruguay and Paraguay.

The conference held its first discussion on proposed standards for the protection of workers against occupational hazards in the working environment and on nurses' working conditions.

After submission to governments for comment and amendment, if necessary, the texts will be put before the 1977 International Labour Conference for final decision.

The working population of the world spends more than half its waking hours at the workplace. Workers in factories, mines, transport, construction and agriculture may be exposed to a host of invisible hazards, among them: noise and vibration, noxious gases and vapours, airborne dust, and excessive heat. According to the proposals, national laws and regulations should make employers responsible for compliance with prescribed safety measures, and should oblige workers to comply with safety procedures. Competent authorities should set criteria for determining the hazards of exposure to atmospheric pollution, noise and vibration in the working environment and, where appropriate, specify limits, which should be revised regularly in the light of current knowledge.

The draft recommendation provides for workers to obtain access to the monitoring and surveillance records of atmospheric pollution, noise and vibration in the working environment and for their representatives

***...a new ILO program...
calls on the ILO to
establish a "hazard alert"
system...***

to play an active part in prevention and protection activities.

Regarding health protection, the recommendation suggests a whole range of medical check-ups, including pre-assignment and periodic medical examinations, biological and other tests and medical supervision long after the cessation of dangerous employment. Accompanying the proposed convention and recommendation is a resolution supporting a new ILO program of action to improve the quality of working life. This program has three main objectives: regard for workers' life and health, provision for rest and leisure time, and opportunity for the worker to develop his personal capacities to the fullest. It further calls on the ILO to establish a "hazard alert" system, whereby any member state discovering a potential danger for occupational safety or health would be required to route a "hazard alert" to the ILO, which would transmit the information to other member countries on an urgent basis, as well as to the World Health Organization.

Discussion took place on a set of recommendations, proposed for formal adoption by the 1977 conference, calling for a long list of improvements, including better pay, shorter working hours, career development and job satisfaction for nursing personnel.

Regarding nurses' remuneration, the proposed recommendation says that it should be comparable to

other professions requiring similar qualifications and carrying similar responsibilities.

The pay should be periodically adjusted to take into account both the rising cost of living and increases in the national standard of living.

Concerning working time, the document suggests that nurses' normal weekly hours of work should not be higher than those for workers in general in the country concerned. Normal daily hours of work should be continuous and not exceed eight hours, unless there are collective agreements to the contrary. Finally, the working day, including overtime, should in no case exceed 12 hours.

***...nurses' remuneration
should be comparable to
other professions requiring
similar qualifications...***

Steps should be taken to bring nurses' weekly rest to 48 uninterrupted hours, where this is not already the case, and it should in no case be less than 36 uninterrupted hours.

The recommendation advocates improved vocational training and career development programs for nurses which would result in greater job satisfaction and better nursing services.

Nurses should have access to continuing education enabling them to advance professionally in nursing care, administration, teaching and research.

To settle problems that might arise over nurses' employment and working conditions, it is proposed that their representative organizations should be afforded appropriate joint machinery, such as mediation, conciliation and voluntary arbitration, "with a view to making it unnecessary for nursing personnel to have recourse to such other steps as are normally open to

organizations of other workers in the defence of their legitimate interests."

A novel feature of the recommendation would allow nursing personnel "to refuse to perform specific duties where performance would conflict with their religious, moral or ethical convictions — subject to informing their supervisor in good time and being

satisfied that nursing care is ensured — without being penalized."

Finally, the conference set the ILO Budget for 1977 at \$79.6 million as compared with \$81 million for this year. Substantial savings will have to be made, and the ILO Governing Body received authority to make staff cuts, if necessary. **lg**

World Employment Conference

Concurrently with the 61st Session of the International Labour Conference, the ILO this year was host to a special World Conference on Employment, Income Distribution, Social Progress and the International Division of Labour.

The Conference, in a Declaration of Principles:

- agreed that a priority objective should be to satisfy within the next 25 years, the basic needs of the least privileged population groups of each developing country;
- saw increased productive employment as a vital factor in this basic needs strategy, which would be designed to provide a national minimum level for such essentials as food, shelter, clothing and community services;

- supported efforts to secure reforms in trade and finance agreements to favour developing countries as a move toward a new international economic order proposed by the UN General Assembly;

- declared that the current Second Development Decade Strategy needs to be revised to take account of basic needs policies, which should also form the core of the UN Strategy for the Third Development Decade in the 1980s;

- recommended that part of the \$1,000 million International Fund for Agricultural Development should be earmarked to generate employment in the rural sector, where most of the world's poor live and work.

The conference's plan also dealt

with three other related problem areas: international migration, appropriate technology, and employment and adjustment policies in developed countries.

Delegates were unable to reach a consensus regarding the role of multinational enterprises in employment creation in developing countries. The ILO is currently engaged in a tripartite inquiry into multinationals where some progress has already been made for adopting a declaration of principles on the social aspects of multinational enterprises' activities.

The Declaration of Principles will be forwarded to the ILO Governing Body, which will consider how these recommendations of the World Employment Conference might best be implemented. **lg**

The tripartite world employment conference

by H. John Harker

The International Labour Organization has claimed that the basic Guidelines of a scheme to rescue one third of humanity from unemployment, underemployment, or destitution were drawn up by the World Employment Conference, which took place in Geneva in June and was attended by more than 1,000 government, employer and trade union representatives from many countries, including Canada.

The outcome of this tripartite conference took the form of a Declaration of Principles — strongly sought by the “Group of 77” developing countries — and a Program of Action. These were finally adopted by acclamation, but after long and difficult negotiations and after an attempt was made by some government representatives to conclude a deal without the participation of either workers or employers — an attempt thwarted at the last minute by the commitment of the workers and employers to tripartism.

The conference agreed that satisfying the basic needs of each developing country’s least-privileged population groups within the next 25 years should be a priority of national development policies. If this agreement is acted on, it could mark a revolutionary transformation of the condition of the world. Increased productive employment was seen as the vital factor in the basic needs strategy, which would be designed to provide a national minimum level for such essentials as food, shelter, clothing and community services — things that are just not available to millions of people.

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The declaration furthermore supported the efforts of the United Nations General Assembly to secure reforms in trade and finance in favour of developing countries as a move toward a new international economic order. This aspect of the declaration, however, was couched in general language, so as to not offend the industrial countries.

The real need for the conference was illustrated by the failure of the United Nations’ “First Development Decade,” so it came as no surprise that the conference declared that the current “Second Development Decade” must be revised to take account of basic needs policies, which should also form the core of the “Third Development Decade” beginning in 1980.

Targets set in the past, have not been achieved, in spite of rapid economic growth in most developing countries. This was especially true of the period 1960 to 1970, the “First Development Decade,” and the lack of complacency among delegates at the World Employment Conference could be attributed to some

Increased productive employment was seen as the vital factor in the basic needs strategy

shocking statistics publicized by the ILO in its basic conference background paper.

From this, delegates learned that the number of illiterate adults in the world rose from 700 million in 1960 to 760 million in 1970. At least 460 million people suffered severely from protein deficiency in 1970, and from 1963 to 1972, data available from 32 countries in Asia, Africa, and Latin America show that 43 million more people became destitute. Most of these people live in rural areas, and it is this economic sector which the conference focused on to stress the importance of “basic needs.”

A major part of the \$1,000 million International Fund for Agricultural Development will be earmarked for the generation of employment in the rural sector, where most of the world’s poor live and work. It is here that the need for trade unionism is also great. Canadian workers will keep pressing this point, which is of real concern to our friends in the third world.

In addition to prescribing policies needed to meet the basic needs of the poor, the conference, in its plan of action, focused on three major aspects of the global attack on unemployment: international action to limit the harmful effects of migration on people and countries; the development of technologies best suited to the development potential of developing countries; and efforts to achieve full employment in developed countries such as Canada, though this aspect certainly received less attention than the others.

The primary objective of national and international migration policy should be to make work in the home country more attractive, so as to avoid the need for workers to migrate. This can be done only through international co-operation.

Following the limited success we can expect in achieving this goal, the second objective is to protect migrant workers and their families from the difficulties they sometimes encounter. Whatever the experience of individual countries, it was encouraging that the conference advocated action to combat discrimination against migrants and illegal trafficking in migrant labour. A system of international agreements aimed at reducing labour migration and making it more orderly was called for, and it is hoped the participating states will now turn to drafting these agreements.

The right and the duty of each developing country to choose the technologies it deems appropriate was endorsed by the conference. Technology was seen to be an important element in the basic needs policy that should be fashioned in the individual countries. The aim should be to achieve a balance between labour-intensive and capital-intensive technologies so as to promote growth and employment, and meet basic needs, in accord with the policies of the CLC and its international affiliate, the International Confederation of Free Trade Unions.

The conference suggested the creation of national, regional and sub-regional centres for the development and transfer of technologies, and to promote international co-operation in this field. The Canadian Hunger Foundation is trying to set up a centre for appropriate technology in Canada, and it is hoped this initiative will be

A system of international agreements aimed at reducing labour migration and making it more orderly was called for

supported by the federal government.

The conference declared also that necessary changes in the international economic order should not be made at the expense of workers, though the workers group could not secure support for the idea of a social clause in the General Agreement on Tariffs and Trade (GATT) to protect workers, or for a reconversion fund to finance adjustments to the economies of developed countries.

There was agreement that regional or national funds could be set up, or existing funds such as those of the European Economic Community could be adapted to help workers and industries to adjust to international economic changes, so long as the required money did not detract from international aid budgets of the developed countries.

Developed countries should achieve and maintain full employment and take measures to ensure that workers whose jobs are threatened are given as much notice as possible; that incomes are maintained at an appropriate level for a reasonable period of time; that facilities are provided for retraining; and that special measures are taken in favour of women workers, migrants, the young and the handicapped. This came near to the measures the CLC proposed to the Parliamentary subcommittee on international development in February, 1976.

The conference called on the ILO to set up a worldwide program in support of household surveys to map the nature, extent and causes of poverty. The first step is to help countries establish the necessary statistical and monitoring services, which are all-too-often lacking. It was also seen as necessary for the ILO to assist countries to formulate basic needs policies and to measure progress toward their achievement.

The ILO was asked to report on how the basic needs policies were progressing to an annual conference before the end of the 1970s, based on information supplied by member states. There is not much time allotted, and strenuous efforts will have to be made by countries if

The conference called on the ILO to set up a worldwide program in support of household surveys to map the nature, extent, and causes of poverty

any progress is to be reported. It is to be hoped that workers' organizations will be involved.

The ILO was also asked to make its technical services available to member countries in carrying out their policies in the fields of technology choice, migration and adjustment assistance, and here is a clear area for bringing workers' organizations into the development process.

It seems to be essential that steps be taken to ensure a trade union perspective in these crucial next three years, or the dangers of the evaporation of the good will created by the conference will sadly be realized. [g]

The employment ratio as a policy indicator

by Christopher Green

An important economic phenomenon in the 1970s is the decline in the reliability of the aggregate unemployment rate as a measure of the underutilization of labour resources and the degree of "aggregate demand pressure" in the economy, as indicated by the relation between aggregate demand and the economy's economic potential.

During the first three decades following the appearance of J.M. Keynes' *General Theory of Employment, Interest and Money*, the unemployment rate occupied a central position as an indicator of economic and social well-being. In the past decade, many economists and policy makers have questioned conclusions drawn from inter-temporal comparisons of unemployment rates. No doubt this questioning is a reflection, in part, of the increasing difficulty in reducing unemployment through monetary and fiscal policies, and of the increasingly inflationary character of western economies, even at relatively high (in a postwar sense) levels of unemployment.

Numerous hypotheses have been suggested in an attempt to explain the higher over-the-cycle unemployment rates experienced during the 1970s. These explanations include the effects of the "coming of (working) age" of the postwar "baby boom," the rising labour force participation rates of married women, the increasing generosity and coverage of income maintenance programs, particularly unemployment insurance, and the secular rise in multi-earner families and family wealth.

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In addition such "structural" factors as barriers to mobility due to union- or government-created restrictions, and mismatches between the skills and location of job seekers and the skill requirements and location of jobs, have been suggested. Some of these hypotheses appear plausible and some are now receiving increasing attention from economists. Whatever is finally decided, however, it seems abundantly clear that for the present, at least, the aggregate unemployment rate no longer carries the economic "weight" it once did, and this fact will, if it has not already done so, influence economic policy.

In its recent study of the Canadian labour market, entitled *People and Jobs* (LG, June, p.310), the Economic Council of Canada concluded:

Basic changes in the labour market have rendered the message of the unemployment rate today rather different from that of a decade ago. From our examination of it and other measurements, we believe that the aggregate rate alone is an incomplete indicator of idle labour capacity, cyclical phase, or economic hardship. Supplementary information is required for a balanced interpretation of the meaning of this statistical measure. The aggregate unemployment rate, in short, should be augmented by a

number of other measures in order to achieve a balanced interpretation for purposes of government policy-making.

The supplementary measures the Economic Council suggests, include the unemployment rate of family heads, the duration of unemployment, and the extent of low wages. Interestingly, the Council does not mention in its labour market study the so-called "employment ratio," the ratio of total employment to the "working age" population, defined as the civilian non-institutional population 14 years of age and over.

In recent years the employment ratio has received increasing attention in the United States. Geoffrey Moore, a former U.S. Commissioner of Labor Statistics, has advocated, since at least 1973, that attention should be paid to employment as well as unemployment; the employment measure Moore has in mind is the employment ratio. In a recent article in the *Monthly Labor Review*, Julius Shiskin, the present U.S. Commissioner of Labor Statistics, gave the employment ratio what might be termed an "official" blessing when he concluded that:

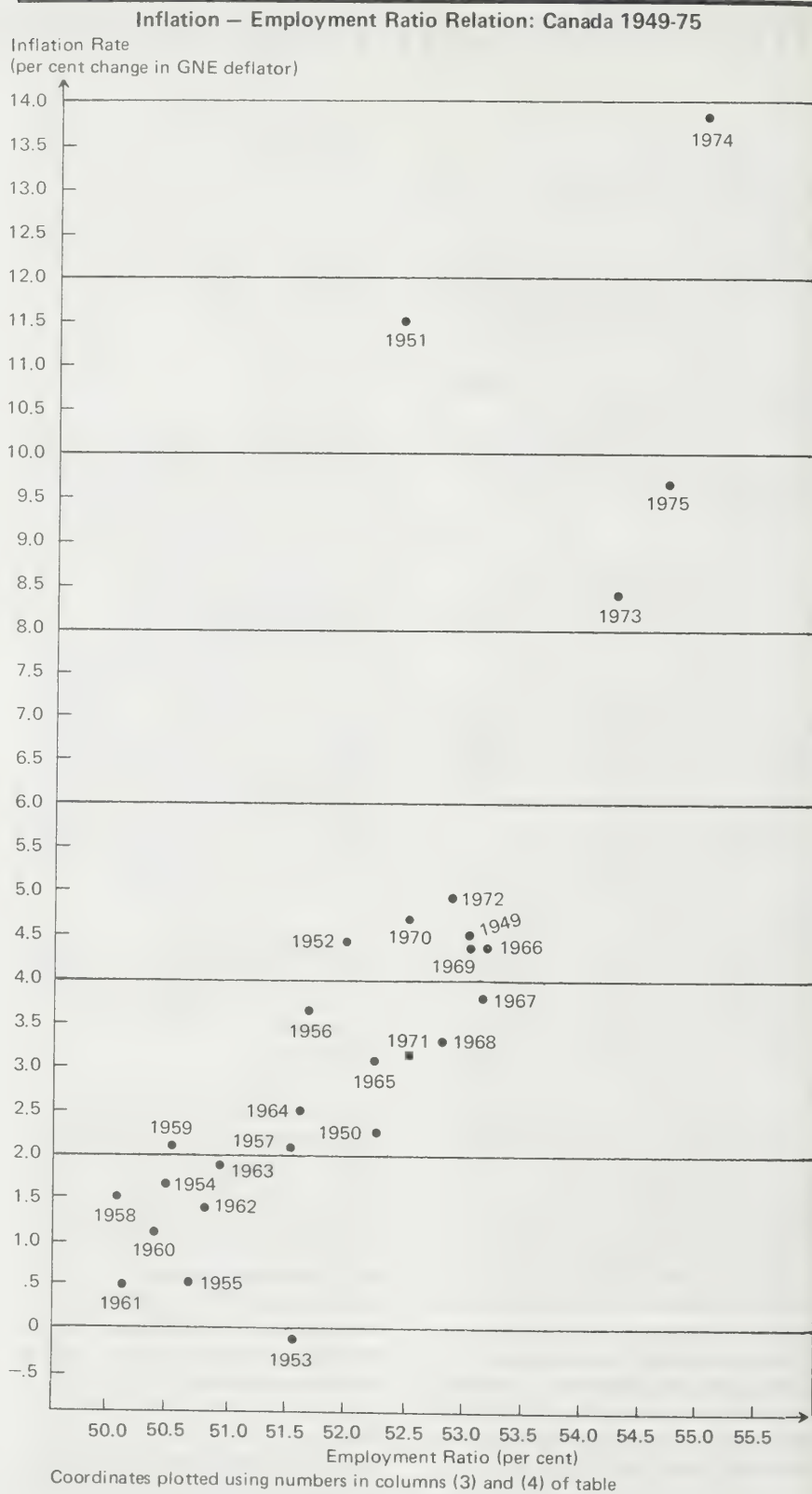
...the employment-population ratio and the unemployment rate are both useful cyclical indicators, though neither ranks among the very best. However, both measures rank close to the top as measures of performance. Both illuminate different aspects of labor market conditions, and both are necessary for a balanced view of the overall employment situation.

This paper is intended to show that there is indeed some reason to pay attention to the employment ratio as well as the unemployment rate. In particular, there are both empirical and theoretical grounds for arguing that the employment ratio is as good, or better, an indicator of aggregate demand pressure on the economy's resources, and thereby the price level, than is the unemployment rate. It is now well known that the observed (negative) relationship between the inflation rate and the unemployment rate, popularly termed the Phillips curve, has broken down in recent years, with higher levels of both inflation and unemployment experienced in a number of Western nations including Canada.

...the employment ratio may be a better labour market indicator of demand pressure than is the unemployment rate

This had led some economists to argue that structural factors in the labour market have produced a rightward shift in the Phillips curve. Other economists have argued that there is no long-run trade-off between inflation and unemployment, that when expectations catch up with reality the unemployment rate will adjust to a so-called "natural rate" consistent with any rate of inflation.

When the co-ordinates of the inflation rate (measured by the annual rate of change in the Gross National Expenditure [GNE] deflator) and the employment ratio are plotted for the period 1949-75, the relationship between the inflation rate and the



Selected Labour Market and Inflation Indicators, Canada 1949-75

(1) Year	(2) Labour Force Participation Rate (LFPR) %	(3) Unemployment Rate (U) %	(4) Employment Ratio (Ê) %	(5) Inflation Rate (Annual Rate of Change GNE Deflator) (P) %	(6) Percentage Point Difference from Mean			
					(54.8) LFPR	(4.9) U	(52.1) Ê	(3.9) P
1949	54.5	2.8	53.0	4.3	-.3	-1.8	+.9	+.4
1950	53.7	3.6	51.7	2.3	-1.1	-1.0	-.4	-1.6
1951	53.7	2.4	52.4	11.5	-1.1	-2.2	+.3	+7.6
1952	53.5	2.9	51.9	4.3	-1.3	-1.7	-.2	+.4
1953	53.1	3.0	51.5	-0.1	-1.7	-1.6	-.6	-4.0
1954	52.9	4.6	50.5	1.6	-1.9	0	-1.6	-2.3
1955	52.9	4.4	50.6	0.6	-1.9	-.2	-1.5	-3.3
1956	53.5	3.4	51.7	3.6	-1.3	-1.2	-.4	-.3
1957	54.0	4.6	51.5	2.1	-.8	0	-.6	-1.8
1958	53.9	7.0	50.1	1.4	-.9	+2.4	-2.0	-2.5
1959	53.8	6.0	50.6	2.1	-1.0	+1.4	-1.5	-1.8
1960	54.2	7.0	50.4	1.2	-.6	+2.4	-1.7	-2.7
1961	54.1	7.1	50.2	0.5	-.7	+2.5	-1.9	-3.4
1962	53.9	5.9	50.7	1.4	-.9	+1.3	-1.4	-2.5
1963	53.8	5.5	50.9	1.9	-1.0	+.9	-1.2	-2.0
1964	54.1	4.7	51.6	2.5	-.7	+.1	-.5	-1.4
1965	54.4	3.9	52.3	3.2	-.4	-.7	+.2	-.7
1966	55.1	3.6	53.1	4.4	+.3	-1.0	+1.0	+.4
1967	55.5	4.1	53.2	3.9	+.7	-.5	+1.1	0
1968	55.5	4.8	52.8	3.3	+.7	+.2	+.7	-.6
1969	55.8	4.7	53.1	4.4	+1.0	+.1	+1.0	+.5
1970	55.8	5.9	52.5	4.7	+1.0	+1.3	+.4	+.8
1971	56.1	6.4	52.5	3.2	+1.3	+1.8	+.4	-.7
1972	56.5	6.3	52.9	4.9	+1.7	+1.7	+.8	+1.0
1973	57.5	5.6	54.3	8.4	+2.7	+1.0	+2.3	-4.5
1974	58.3	5.4	55.2	13.8	+3.5	+.8	+3.1	+9.9
1975	58.8	7.1	54.7	9.7	+4.0	+2.2	+2.6	+5.8

Sources: *Canadian Statistical Review*, Historical Summary 1970, Stat Can, Cat 11-505 Occ; Department of Finance *Economic Review* April 1976. Means are in parentheses in columns (5) to (8).

employment ratio appears visibly close, with one obvious outlier — 1951. In 1951, Canada's relatively open economy was vulnerable to the world-wide commodity inflation generated by the outbreak of the Korean War. However, correlation is not necessarily an indication of causation. Moreover, the factors influencing the inflation rate are probably too complex to ever be summarized in a single variable such as the employment ratio. Nevertheless, most economists

would agree that the degree of aggregate demand pressure in the economy has an important influence on the rate of change of the price level.

There are two interrelated reasons that the employment ratio may be a better labour market indicator of aggregate demand pressure than is the unemployment rate.

The employment ratio is, within limits, independent of changes in

the labour force participation rate (LFPR) — the ratio of the labour force (employed plus unemployed persons) to the working age population. The independence makes it possible for *both* the employment ratio and the unemployment rate to rise (fall) if the LFPR rises (falls). This helps to explain why in recent years there could be both relatively high rates of unemployment in Canada and historically high employment ratios.


The response to changes in wages and prices is not necessarily limited to those persons already in the reported labour force. For example, persons who are initially *outside* the "labour force" may respond to rising wages by seeking or taking a job. If the labour force participation rate is responsive to wage levels, then the labour force is an endogenous (that is, dependent) variable where aggregate demand-wage/price relationships are concerned. With a varying LF in its denominator, the unemployment rate becomes a function of the behaviour (wage and price) which the unemployment rate is supposed to explain in the usual Phillips-type relation. This potential feedback or reverse causation between the unemployment rate and the rate of change of wages and prices is an important potential defect of the unemployment rate as an indicator of aggregate demand pressure.

In contrast, the employment ratio is relatively free of the reverse causation problem. The denominator of the employment ratio, the civilian

noninstitutional population 14 years of age and over, is much less susceptible to changes in wages and prices than is the size of the LF or LFPR. However, the working age population is not totally independent of wage/price behaviour if immigration is responsive to wage and price change.

There are some potentially interesting implications if the employment ratio is used as an indicator of aggregate demand pressure.

- Economic forecasting models that have relied on some variant of the Phillips curve to predict inflation may markedly improve on their generally dismal performance at inflation forecasting.
- The employment ratio might provide a supplement of job vacancy data as an indicator of the aggregate demand for labour and thereby be used to test hypotheses about the causes of unemployment.

- If high levels of the employment ratio push prices and wages up rapidly, many households may find that their real incomes have not increased or have actually fallen. These households may react to an inflation-induced decline in real income by having an additional member of the household enter the labour force, thereby giving an extra upward push to the labour force growth rate. This raises the question of whether the recent high rates of labour force growth may be partly the result of inflation-generated income effects on household labour supply. If inflation has contributed to the labour force rise, we may have an explanation for simultaneously high rates of inflation and unemployment that is not totally dependent on a theory of "stagflation." In this case, economic policies to expand employment might be seen as partially self-defeating if higher employment ratios result in increasing inflation, which in turn draws more people into the labour force and unemployment. 

Increased minimum wages don't necessarily mean more unemployment

by Steve Maphangoh

A study by the Canada Department of Manpower and Immigration shows that there is no evidence that a marginal increase in minimum wages has had a significant adverse effect on employment in low-wage labour markets. In some industries, however, especially the general merchandising group, the increase in minimum wages has inexplicably caused a slight increase in unemployment.

The study conducted by the author and published under the title, "A Micro Model of the Potential Impact of Minimum Wages on Employment," reports on an empirical investigation of the potential employment effects produced by minimum-wage policies. It deals specifically with the low-wage retail and personal services sectors of the Canadian economy.

Through the use of statistical techniques, the elasticity of employment and the wage impact elasticity of minimum wages were computed and the employment effect of a 1 per cent increase in the minimum wage was calculated as the product of these two elasticities.

According to our results, a 10 per cent increase in the legal minimum wage would result in a 1.8 per cent decline in employment in the retail and personal services industries. This figure is very small considering the fact that the industries studied constitute only 9 per cent of the total number of persons employed in Canada, but

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they account for an estimated 82 per cent of low-wage earners as a whole. For the total Canadian economy, this represents an approximate decline in employment of 0.1 of 1 per cent. An increase in real minimum wages therefore would improve the income of the working poor without contributing significantly to unemployment.

The results also show a substantial positive employment effect caused by increases in sales (the prerequisite for industry growth). Indeed, during periods of growth and periods of economic upswing, the slight adverse effect minimum wages have on employment will be overshadowed by the positive effect generated by increased sales.

The object of the investigation was to shed some light on the important but unresolved question of the benefits minimum wage laws bring to low-wage earners. While a higher minimum wage improves the standard of living of the workers who remain employed, some unemployment accompanies such wage increases. Obviously the social desirability of a legal minimum wage depends crucially on the extent to which labour demand in the covered industries is curtailed by an increase in the minimum. This research represents

an initial estimation of this direct employment effect.

A distinction is made between the direct and indirect employment effects. The direct effect does not include the *increase* in employment which most likely follows the redistribution of income in favour of low-wage earners that is initiated by an increase in the legal minimum.

An examination of the direct impact of a wage minimum can be studied in terms of the supply and demand for low-wage labour. Accordingly, a model of the determination of average wages and of employment in the low-wage labour markets for each industry was developed. The basic model isolates two elasticities, one reflects the industry's demand for labour, the other exhibits an aspect of wage determination of low average wages. The first elasticity is called the *elasticity of employment* and the latter is called the *wage impact elasticity of minimum wages*. The employment effect of a 1 per cent increase in the minimum wage is given by the product of these two elasticities. This product is termed the *employment impact elasticity of minimum wages*. This generates a single parameter that is amenable to economic interpretation.

The retail and personal services sectors were selected because statistical data on minimum and low-wage earners in Canada show that such low-wage earners are concentrated chiefly in these industries, and it is these industries for which the data is available.

The traditional "theory of the firm" — where perfect competition is assumed — provided the theoretical underpinnings of this study. The demand for labour is a derived demand, and is a function of the level of demand for a particular industry's output. It is assumed here that output is a product of combining labour and other inputs; and for the food industry and general merchandise stores, output is a function of the level of consumer demand within a particular province under study.

The output of an individual industry is in a majority of cases determined by factors other than income earned within the particular industry and is treated in the study as being exogenous. The demand for labour can therefore be derived by minimizing the cost of producing a given unit of output, under the assumption that all prices are taken as given.

The industry demand for labour is thus a function of: the wage rate in relation to the price of other input services (predominantly aggregate capital), the level of output produced by the industry, and labour productivity or quality. As would be expected, labour demand is a decreasing function of relative wages and an increasing function of output. The industry's labour demand function determines the level of employment in the industry once the relative wage rate is given.

The conventional specification of labour supply posits that the supply of labour increases with higher offered wages. In the low-wage labour market, this specification is apt to be misleading. For one thing, it is thought that wages cannot fall below a certain minimum — a minimum supported by unemployment benefits and welfare payments. Below this minimum, few Canadians would or could

An increase in real minimum wages would improve the income of the working poor without contributing significantly to unemployment

work, considering the financial costs attached to working.

On the second count, higher wages in these low-skill industries are unlikely to induce further participation on the part of low-paid workers than can be absorbed at the prevailing wage, over a wide range of labour demand. Increases in labour demand, according to this view, will simply lead to more employment but will scarcely raise the wage rate. In fact, preliminary investigations confirm the view that labour supply in the low-wage sector is close to being perfectly elastic over the range of employment considered.

On the other hand, evidence shows that low wages are responsive to increases won in the manufacturing industries. We can thus specify that wages in the low-wage industries are a positive function of wages in the manufacturing industry. Empirically speaking, what is referred to as the wage is in fact the average of the wage distribution in the industry.

Thus, we may say that the average low wage, (taken as the average of wages within the retail trade and personal service industries) is determined by the average manufacturing wage.

A further factor impinging on labour supply in the low-wage market deserves attention, and this is education. Higher education levels may make low-wage labour less

immobile and hence less inclined to accept poor wages and jobs. For this reason, years of education was added as a variable in our specification of wage determination.

Clearly the minimum legal wage does not affect the technical relations underlying the determination of the employment equation, nor does it affect the underlying behaviour that shapes labour supply. It does however exert an influence over the average low-wage (that which is only slightly above or slightly below the legal minimum) since an effective legal minimum produces a compression of the low-wage tail in the wage distribution. The customary view that an increase in the legal minimum wage is fully translated into an equal increase in the low-wage overlooks that the wage data base used in the study consists of *mean wages*.

The output of an individual industry is...determined by factors other than income earned within the particular industry

Only if all low wages are pegged to the minimum wage can this view be valid, since only then will the mean wage rise by the same degree as a rise in the minimum. There is evidence to suggest the mean low-wage responds to the legal minimum by something less than 100 per cent. The foregoing constituted the basis of the model that was estimated in the study.

The policy implications of this study can be summarized as follows:

- The economic position of those workers receiving the minimum wage could be improved by a significant increase in real minimum wages, since the evidence points to no significant unemployment effects that would be caused by such an increase.
- The evidence presented so far, indicates that there is a strong rationale for the policy of

increasing the real minimum wage during periods of tight labour markets in order to minimize the slight negative employment effects of minimum wages during periods of economic downswings.

- The proportion of employment accounted for by minimum-wage earners is so small compared to the whole that increases in real

minimum wages would have negligible effects not only on the price level but on wage differentials as well.

- There is evidence that minimum wages might have decreased in real terms relative to other wages over time due to inflation. Consequently, any increase in the minimum should be pegged to the Consumer Price Index. [9]

A review of major empirical studies of minimum wages

Ever since the classic study of the economics of statutory minimum wages by G.J. Stigler — published in the *American Economic Review*, June 1946 — several attempts have been made to determine the effects of minimum wage increases on either employment or unemployment. Since then, research studies have attempted to determine the impact of minimum-wage policies on either teenage unemployment rates or unemployment in the low-wage sectors of the economy. Most of these studies have generated considerable controversy and have at best yielded inconclusive results.

Recent empirical studies of teenage unemployment by the American economists Lovell, Adie, Kaitz and Moore deserve careful evaluation because they have had a profound, though contradictory impact on minimum-wage policies in both the U.S. and Canada and on empirical minimum-wage research.

Research on manpower problems in the 1960s was aimed at finding out why youth unemployment rates were so high compared to other labour force groups. Considerably

less attention was devoted to the effect of minimum wages on the employment of non-teenage labour. Studies dealing with the effects of minimum wages on teenage employment can be divided into two approaches; those that measure the effects on employment levels and those that measure unemployment effects. Adie and Moore found that the teenage groups they examined suffered significant unemployment effects due to an increase in the U.S. minimum wage rate, whereas Kaitz and Lovell found the complete opposite.

Using spectral analysis to bolster his findings, Douglas Adie concludes that the unemployment effect of minimum wages reaches

its peak at between 8 and 16 months, but becomes small after 40 months. Summarizing his results, Adie says, "If these results are indicative of the actual state of affairs, the unemployment effects associated with increases in the minimum wage are substantial, and are felt in their maximum impact after only a relatively short period of time.

"This suggests that minimum-wage policy should try to ameliorate rather than exacerbate this condition by lowering rather than raising minimum wages for teenagers." The basic flaw in the Adie study — published in Industrial Relations Research Association Proceedings, Dec. '71 — is the use of the manufacturing sector as an indication of demand for teenage labour. He uses as one of his measures the industrial production index. Teenagers, however, are concentrated mainly in the service, wholesale and retail sectors of the economy.

The Thomas Moore study is not very different from that of Adie in concept, though Adie notes that Moore incorrectly specifies his real

Most...studies have generated considerable controversy and have at best yielded inconclusive results

minimum wage variable. The model developed by Moore — in the *Journal of Political Economy*, July-Aug. '71 — specifies the unemployment rates of four classifications of teenagers and the unemployment rate of males 20-25 years of age as a function of overall labour market conditions, the minimum wage as a proportion of average hourly earnings of non-farm workers, and the coverage of the minimum wage.

Moore concludes that the unemployment effects of the minimum wage are substantial, that an increase in their minimum wage to \$2 would ultimately cause the teenage unemployment rate to double, and that making coverage universal would add an additional 9.7 per cent to the teenage unemployment rate.

It is interesting to note that a similar U.S. Bureau of Labor Statistics study — published in *B. L. S. Bulletin* 1657, 1970 — concluded that, "...the most important factor explaining changes in teenage employment and unemployment has been general business conditions as measured by the adult unemployment rate..." Michael Lovell, while trying to sift through these two similar studies to determine differences, discovered that although they were using similar data, one used monthly data whereas the other used quarterly data. The differences then were not only on the time subscript — monthly versus quarterly data — but were also at different data bases, and whereas gender and race variables were used in one study they were not used in the other.

Lovell therefore re-ran the same data, reconciling them where possible. He concluded in his study — published in the *Western Economics Journal*, Dec. '72 — that

**Most Canadian studies...
have detected no
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statutory minimum-wage
rates**

no unemployment effects could be detected. Lovell also tested and compared the Moore results to those of H.B. Kaitz and after repeated experimentation found that the crucial differences between the two studies involved the inclusion or exclusion of controls for teenage population growth.

When teenage population growth was not controlled for in Moore's study, significant unemployment effects were detected, while if controlled for, as in Kaitz's study — published in *U.S. Bureau of Labor Statistics Bulletin* 1957, 1970 — the unemployment effects disappear. However, Adie and Gallaway — in the *Western Economic Journal*, Dec. '73 — argue about the merit of including this population growth variable. According to Adie and Gallaway, economic theory suggests that the chronological relation between population growth and unemployment would not exist if minimum wages were not in existence, since population growth shifts out the supply curve of youth labour; and in the absence of a statutory minimum wage, wages would adjust downwards to clear the market so that no extra unemployment would be observed.

In terms of pure 19th century marginal analysis and in the context of perfect competition and perfect information, this argument is theoretically plausible. Keynes, however, in his classic *General*

Theory has shown that wages are downward-sticky; therefore it is possible to have population growth affecting unemployment even though minimum wages might not be in existence. Wage stickiness, even without minimum wages, would, with continued teenage population growth cause unemployment among young people since it would take some time for wage adjustments to take place. All the above models do not take account of wage adjustments over time.

The American studies reviewed above have one major flaw — the use of the manufacturing sector as an indicator of demand for teenage labour. Professor Tolles of Cornell University put it more characteristically when he said, "this most statistically minded of nations has really learned very little from its minimum wage experience." He was referring to the improper use of statistical techniques in minimum-wage studies. For instance a study by Finish Welch — published in

**Predictions based on a
competitive model of wage
determination are not only
inconclusive but
misleading**

Economic Enquiry, Sept. '74 — estimated that 33.5 per cent of teenagers were employed in retail trade, 15.7 per cent in wholesale trade, and 30.8 per cent in selected services. This would contradict the use of the manufacturing sector as an indicator of teenage-labour demand. Since the service sector includes a larger proportion of teenagers, a measure of demand by service industries is more

appropriate than the use of an industrial output measure as in the studies by Adie et al.

Also, the use of a productivity index raises certain questions since industries employing the greatest teenage proportions in their work force are also industries with the lowest average adult wage rates, so that in these industries, the productivity distinction between teenagers and adults is less important.

The Canada Manpower study is different from the above-reviewed works in that it does not look at the effects of minimum wages on a particular age and sex group, but studies the effects of minimum wages on minimum and low-wage earners as a group. Canadian low-wage statistics indicate that a major proportion (about 82 per cent) of minimum and low-wage earners are concentrated in the retail and personal services sectors. It is more relevant then to focus minimum and low-wage studies on these two sectors of the Canadian economy.

Most Canadian studies of the effects of minimum wages have detected no significant unemployment effects of an increase in statutory minimum-wage rates. The majority of these studies have relied on the direct questionnaire approach to elicit information from employers about the impact of either provincial or federal minimum wages.

The main objective of a study of minimum wages by the B.C. Department of Labour (1973) was to determine, through direct employer questionnaires, the impact of an increase in the statutory minimum wage from \$1.50 to \$2 an hour. The survey was carried out on a sample of 1,029 firms in 17 selected low-wage industries and it was found that as a direct result of the 50-cent raise in the minimum, only 5.2 per

cent of the firms surveyed laid off employees. Approximately 7.6 per cent of those employees requiring wage adjustments (1 per cent of total survey employment) lost their jobs. The survey indicates that half the jobs lost were either casual or part-time.

The surveyed firms claimed to have hired 154 employees as a direct result of the newly-introduced lower minimum wage for workers under 18. We do not know whether this was purely by the substitution of employees at the new higher minimum by the lower-paid employees under 18. The survey also indicated that employers adjusted to the higher minimum rates by increasing prices, reducing profit levels and improving productivity.

Research on manpower problems in the 1960s was aimed at finding out why youth employment rates were so high

The B.C. study has some shortcomings and cannot be analysed independently of other statistical evidence. As a starter, the study does not present the rationale for the specific values of \$1.50 and \$2 as a statutory minimum. The study sheds no light on what the optimal minimum wage should be. The study tells us that 364 employees were laid off and gives no information as to what happened to these employees.

Over the time interval of the study, several things are likely to have happened to the business establishments surveyed. Technological change or foreign competi-

tion may have reduced employment in one or other of the industries. Consumer demand for the firms' products may have had an upward or downward trend, or the business cycle may have caused a temporary expansion (contraction) in the firms' employment.

There is no evidence that the results indicate changes in employment that would not have occurred anyway without the increase in the minimum wage. Because the survey is limited to relatively short-term effects, other evidence and pertinent information, like shifts in production among businesses that might have occurred, are not provided. Specifically, the question here is how does one allocate changes in employment, wages, and hiring practices due to an increase in minimum wages, independently of normal turnover in the industries concerned or a change in the demand for their products.?

Such problems are present in the B.C. study because the information on which the results are based is derived from the employers themselves, those with specific motives and interests behind their responses to the questionnaire. In fact, even if those employers could be objective, it remains to be established whether they can isolate, in their decision making, the direct impact of the change in the minimum-wage rate.

A more rigorous statistical scrutiny of the B.C. results leads to inconclusive observations. Predictions based on a competitive model of wage determination are not only inconclusive but misleading, since an increase in the price of one input while holding the prices of other factors of production constant, provides stimuli for factor substitution.

Another serious problem is one of the timing of the survey. For instance, how do increases or declines in employment reflect secular trends as opposed to negative employment effects? This brings about the problem of seasonality. The questionnaire in the B.C. study does not elicit any information on seasonality from the employer. However, in a not-too-successful search for independent data on fluctuations in employment caused by seasonal variations, we found no evidence that seasonality could have altered the figures one way or the other.

The B.C. results indicate a general improvement in the position of low-wage earners. No evidence is given as to the relative position of minimum-wage earners vis-à-vis other workers. If one of the main objectives of minimum-wage legislation is to redistribute income and eradicate poverty, some form of indexing should be established.

In conclusion, the B.C. study regardless of its shortcomings,


some of which have been noted above, is certainly invaluable. It is one of the most informative studies on the subject of minimum wages, and it presents, together with most of the other studies, the danger of basing policy-making on the employers' own account and

The Canada Manpower study...studies the effects of minimum wages on minimum- and low-wage earners as a group

opinions. On the other hand, its particular "direct" format yields a wealth of original information on the employers' attitudes, information which supports our department's position.

In other studies, carried out in Ontario (1969-70) and Manitoba (1972), very little impact was

detected due to an increase in minimum wages in these provinces. The Manitoba study was based on a survey of 415 employers. Very little or no unemployment effects were found. Job losses due to the minimum wage accounted for less than one half of one per cent of employment. Fifteen per cent of the firms surveyed adjusted to the minimum rate increase by decreasing profit levels while another 15 per cent passed on the cost to consumers in the form of increased product prices.

The Ontario study, carried over a period of one year, had mixed results. Three months after the introduction of the new minimum, 25 workers lost their jobs. Over the entire year the total loss of jobs was estimated at 10 per cent. Independent employment data, however, did indicate a general fall in employment levels across the province. It was difficult therefore to determine exactly whether the 10 per cent drop in employment was a result of an increase in minimum wages or a cyclical downturn in business conditions. 

The fair pay indicator

by Robert Nielsen

Everybody is in favour of fair pay for all. But what's fair?

It's amazing how little effort has been made to answer that question in any defensible way, either for particular jobs or for the multitude of occupations in the economy.

Business thinking on the subject is still about where it was when Adam Smith published *The Wealth of Nations* 200 years ago. The typical businessman's idea of a fair wage is the going rate for the locality — and less if he can get away with it, especially if the employee is a woman.

Labour's approach is more modern, but footless. It consists almost entirely of comparison, emulation, catch-up — with no attempt to determine whether the rate being caught up to has any basis in justice. Who can say if the mine-workers' matching the steelworkers' 15 per cent gain is fair? There's no calculable standard of fair wages in either industry — just two pay structures jerry-built over the years by the unions' taking as much as they could get and the companies' granting no more than they thought prudent.

Business and labour often collaborate, especially on hourly rated jobs in what seems an obvious unfairness: A fixed rate for a particular job, regardless of the diligence or laziness, efficiency or sloppiness, of the person doing it.

Another common inequity, difficult to correct, relates to the size of companies. Employees of big firms often earn more than employees of small ones in the same business, even though they may not work any harder or better.

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Yet however difficult, fairness that can be seen to be fair is highly desirable, for individual satisfaction and for social peace. But it has to be pursued with some intelligence and care.

In Britain a very genuine, widespread desire for "fair shares" has helped lead the country to the edge of ruin. Lacking any sound criteria of fairness, the British engaged in a haphazard, messy movement toward equality in income — and they did so without the slightest regard for their economy's ability to pay the total bill.

There's nothing fair about equality of income for all. It's exactly as unfair to pay two persons the same for unequal work as it is to pay two persons unequally for doing the same quantity and quality of work.

If the labour movement had a sense of both logic and fairness, it would make "unequal pay for unequal work" as much of a shibboleth as equal pay for equal work.

Has that preamble persuaded you that a formula for calculating fair earnings would fill a long felt need? If not, think of all those plaintive *Star* editorials calling for a national consensus on how to distribute income after controls are lifted — but omitting any hint of a process or system on which a consensus might be reached.

The stage is set — a trumpet fanfare please — for the intro-

duction of the Nielsen Fair Pay Indicator, shown below.

The Fair Pay Indicator may bear about as much resemblance to some refined incomes policy of the future as the biplane the Wright brothers flew at Kitty Hawk in 1903 now bears to a Boeing 747. Still, if it flies for 59 seconds — which was the best Wilbur and Orville managed on their first day — it may stimulate others to build a better model.

The indicator deliberately omits income from investments and capital gains, on the ground that saving, risk-taking and enterprise must be encouraged in a predominantly privately owned economy. Also outside the indicated limits would be hourly rated overtime pay and piecework income (payment according to units produced). Canada should try to avoid any incomes policy that discourages extra production.

The indicator tries to include those factors which nearly everyone recognizes as being worth recompense. For instance, a trucker's helper knows why the driver is being paid more than he is — because of his responsibility for a fairly expensive machine. Hence the driver comes in for an increment, perhaps \$1,000 or more, under 2nd level responsibility in the table.

To see how the indicator might be used, let's continue with the truck driver. He starts with the \$5,000 that every employed person gets, plus let's say \$1,000 for 2nd level responsibility; \$2,500 for seniority (10 years with the firm); \$1,000 for experience; \$1,500 for education

(some high school); \$1,500 for merit (he's very reliable and productive). Total, \$12,500 a year, not counting any overtime or shift premium pay he may earn.

The question of correct gradings of employees within the various income criteria should provide plenty of stuff for labour-management negotiation, and probably arbitration as well. For instance, the skill of a high-speed typist though impressive, is hardly on the same level as that of an eye or brain surgeon. If the surgeon's skill gets him the maximum \$5,000 increment, what should the typist get — \$1,000, \$1,500, \$2,000?

Settlements of disputes over such questions should establish case law which will firmly and universally lay down how many grades of skill should be credited to the typist and to other skilled workers.

Similarly, in the special responsibility category, a precedent-setting case might determine how much a bus driver's responsibility for people's lives is worth, compared to a doctor's.

In assigning a maximum value of \$5,000 to each criterion (except final responsibility), the scale is obviously guided more by simplicity than by researched comparisons.

Perhaps 20 years seniority in a routine job isn't worth as much as the innovative talent of a researcher who designed an engine improvement that will save a railway company millions of dollars a year from now until kingdom come.

But seniority must have some economic value, since most employers, desiring a stable work force, encourage reliable employees to stay on and on. And

the truth as matters stand, is that the successful inventor, in most cases, won't even get \$5,000 a year extra if his invention was made on company premises and in company time.

Any society considering this design for an incomes policy should delve deeply into business and industry — at the shop-floor level as well as the executive suite — to weight properly the various criteria.


Under "adverse conditions," underground miners come immediately to mind as deserving the full \$5,000 increment. Construction workers and plumbers might qualify for about \$2,500 each. Air-conditioned office workers, zilch.

The \$5,000 minimum income in the table, is close to a year's pay at the current Ontario hourly minimum wage. The maximum salary of \$50,000 is less than half the salary and bonuses being paid to some big-company presidents.

So this system would reduce the top-to-bottom ratio from over 20 to exactly 10 to 1 before taxes. After taxes, it would be about 7 to 1.

If that still seems too big a difference, think of a 16-year-old school drop-out on his first job, barely literate and not keen to work up a sweat. Many employers have encountered his like. He may have hidden potential which will blossom in a few years, but right now he's overpaid at the minimum wage.

Then think of Peter Gordon, president of the Steel Company of Canada, who has spent 30 years learning every phase and detail of that \$1.2 billion a year business, and who has millions of dollars and thousands of jobs riding on the quality of his judgment every year.

Now, from a straight value-for-work standpoint will you insist that Gordon should get less than seven times as much as that drop-out? 

FAIR PAY INDICATOR				
Income Criteria	Explanation	Grades (worth \$500 ea.)	Maximum Increments	Income*
RESPONSIBILITY 1st level	Just the responsibility that goes with any job — for doing assigned duties		\$5,000	The range is from a low of \$5,000 for an illiterate, unskilled person on his or her first job, to a high of \$50,000 for a company president who gets maximum increments for seniority, education, experience, merit, creativity and on-call hours
RESPONSIBILITY 2nd level	Responsibility for material — for machines, equipment, buildings, etc.	10	\$5,000	
RESPONSIBILITY 3rd level	Responsibility for directing people, managerial work	10	\$5,000	
RESPONSIBILITY 4th level	Final responsibility for results like that of a company president or the minister of a government department		\$15,000**	
RESPONSIBILITY (special)	Responsibility for people's lives, health or safety	10	\$5,000	
SENIORITY	Length of time with same employer, no credit beyond 20 years.	10	\$5,000	An in-between example is a good secretary who might earn \$14,000 made up as follows: \$5,000 for 1st level responsibility; \$2,500 for seniority (10 years); \$2,500 for education (some university); and \$1,000 each for skill (typing), experience hours and merit.
SKILL	Measurable or certifiable skill like that of a machinist or typist; also gradeable proficiency in mental skills such as those of air traffic controllers	10	\$5,000	
EXPERIENCE	Any past work experience that relates usefully to current job	10	\$5,000	
EDUCATION	Evaluated in 10 steps beginning with literacy and ending with Ph.D. or completion of professional education	10	\$5,000	
ADVERSE CONDITIONS	Work that is dangerous, physically dirty or uncomfortable, or exceptionally onerous.	10	\$5,000	
MERIT	Reward for high productivity or quality of work, co-operativeness, reliability and the like	10	\$5,000	
CREATIVITY ORIGINALITY	Reward for work that requires imagination, for ability to innovate or produce workable ideas	10	\$5,000	
HOURS	Compensation for jobs that interfere with private life, by keeping holder on call beyond office hours	10	\$5,000	

*Incomes calculated from the table would be subject to increases up to a maximum of 25 per cent for certain purposes: To allow for different employers' differing abilities to pay; at higher executive levels, to reward the larger responsibilities in big companies over smaller ones; to take account of regional disparities in living costs or standards; and to enable employers to bid for the persons they want.

**This \$15,000 increment for company or institution heads in effect includes within it the \$5,000 increments for each of the two previous levels, plus \$5,000 for final responsibility. On top of the \$5,000 that every employed person receives, it would assure such executives a base pay of \$20,000 before taking account of any other criteria they might meet.

Labour legislation in Canada, 1975

Part 5 — Workers' Compensation

by Michel Gauvin

In 1975, most provinces made changes in their workers' compensation legislation and a new Act was passed in **Quebec** to provide indemnities for victims of asbestosis and silicosis in mines and quarries.

Coverage

An amendment to the **Alberta** legislation gives the Workers' Compensation Board the power to extend the application of the **Workers' Compensation Act** to temporary employment in times of disaster or emergency, whether or not remuneration is paid for such employment. It also permits the application of the Act to volunteer employment. Effective January 1, 1976, regulations provide for the inclusion under the Act of many industries which were not covered unless the work in which they were engaged was carried out as part of an industry within the scope of the Act, or unless an application had been approved by the board. The regulations provide for other inclusions in the next few years.

The **British Columbia Workers' Compensation Amendment Act, 1975**, assented to June 26, 1975, authorizes the lieutenant-governor in council to make regulations extending workers' benefits to commercial fishermen. Such regulations extending the compulsory coverage came into force January 1, 1976.

In **Newfoundland**, the **Workmen's Compensation Act** now provides

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automatic coverage for employers in the pulpwood logging industry.

Under the **Ontario Workmen's Compensation Act**, coverage has been extended to auxiliary members of police forces and to persons who assist in search and rescue operations at the request of, and under the direction of, a member of the Ontario Provincial Police.

Earnings Ceiling

In **Alberta**, the earnings ceiling was increased from \$10,000 to \$13,000 a year for a disability occurring on or after April 1, 1975.

Effective July 1, 1975 **Ontario** raised the maximum insurable earnings from \$12,000 to \$15,000 per annum.

In **British Columbia**, the maximum wage rate has been set at \$13,600 for 1976.

Effective January 1, 1976, the earnings ceiling has been fixed at \$13,500 in **Quebec**, \$10,500 in **Newfoundland**, \$9,000 in **Prince Edward Island** and \$12,000 in **Nova Scotia** and the **Yukon Territory**.

Benefits to dependants

In the case of a death that occurred before January 1, 1974, a dependent

widow or widower in **Alberta**, now receives a pension of \$290 a month and a monthly allowance of \$80 for each eligible dependent child. If the death occurred on or after January 1, 1974 but prior to April 1, 1975, the dependent spouse receives the same pension the deceased worker would have received had the accident resulted in permanent total disability (75 per cent of actual earnings up to a maximum of \$10,000). These pensions have been increased by a factor of 11 per cent with a minimum of \$365 monthly.

If the fatal accident or disease occurred on or after April 1, 1975, the pension of the dependent spouse is based on the deceased worker's earnings with a maximum payable of \$812.50 monthly and a minimum of \$365 monthly.

Effective April 1, 1975, foster-parents caring for an entire family of children receive \$290 a month plus \$80 a month for each dependent child. When arrangements for more than one foster parent are necessary, each receives \$80 a month for each dependent child in addition to a share of the \$290 monthly payment in proportion to the number of children cared for.

Upon remarriage on or after April 1, 1975, a dependent widow or widower is granted a lump sum of \$3,480 and the pension is discontinued except for payments in respect of a dependent child.

In **British Columbia**, an amendment to the **Workers' Compensation Act**

brought increases to dependants' pensions in cases where a worker's death occurred before July 1, 1974 and where no provision had been made prior to that date for increases according to the Consumer Price Index. The periodical payments were adjusted as of August 1, 1975 at a rate equivalent to the increases (according to the Consumer Price Index) that were applicable between January 1, 1966 and July 1, 1974.

In **Newfoundland**, effective July 20, 1975, the lump sum to which a widow or invalid widower is entitled in case of a worker's death has been increased from \$300 to \$500. When such widow or invalid widower is a dependant, he/she receives a monthly pension of \$225 compared to \$150 previously; additional payments are made in respect of children.

Dependant's pensions, in **Ontario**, have been escalated by 10 per cent, effective July 1, 1975. A dependent widow or widower now receives \$286 per month; a dependent child's pension is \$77 a month or \$88 a month if he/she is an orphan.

The burial allowance and the initial lump sum payable to a widow or widower for incidental expenses have been increased from \$500 to \$600.

Disability benefits

During the past year, **Quebec** passed **Bill 52** which was assented to June 27, 1975. The Bill establishes a special scheme to indemnify victims of asbestosis and silicosis in the mining and quarrying industries. This scheme is administered by the Workmen's Compensation Commission.

A worker suffering from permanent disability resulting from silicosis or asbestosis medically established

by a positive diagnosis is entitled to a fixed indemnity ranging upward to \$30,000 depending on the age and the degree of disability. In addition, a worker who ceases to be employed by reason of such permanent disability is entitled to a complementary indemnity equivalent to 90 per cent of his disposable net income. However if the permanent disability was established before June 27, 1975, the worker who ceases to be employed by reason of such disability is not entitled to the fixed indemnity. As regards the complementary indemnity, the gross annual income of the worker cannot exceed the maximum pensionable earnings in the province of Quebec.

In the case of an aggravation, subsequent to June 27, 1975, of a permanent disability caused by asbestosis or silicosis for which a pension has already been granted, the worker is entitled to the fixed indemnity for such aggravation and where it applies, to the complementary indemnity.

The right to the complementary indemnity may be refused, discontinued or suspended when, without valid reason, a worker acts as follows:

1. refuses new employment offered by the Commission;
2. leaves such employment although he could continue to hold it;
3. refuses or neglects to avail himself of the training, rehabilitation or treatment measures available to him;
4. refuses or neglects to avail himself of benefits to which he is entitled by virtue of any agreement or any other act; or
5. refuses or neglects to furnish the information required for the application of the Act.

Provision is made in the Act for the reduction of the complementary indemnity when the worker obtains new employment.

Every sum paid the worker under a collective agreement or under another act of Quebec or Canada by reason of the cessation of the employment of such worker, must be deducted from the complementary indemnity. All pensions for permanent disability, whatever the cause, granted before June 27, 1975, and those not caused by asbestosis or silicosis granted after that date, also must be deducted.

The indemnities provided for in the Act are upgraded each year in accordance with the increase in the cost of living.

Any decision of a medical nature or a decision relating to the right to receive the complementary indemnity may, within 90 days of notification of the decision, be appealed to a council of arbitration.

The minimum compensation for permanent total disability in **Ontario** was raised to \$400 a month from \$260 a month with proportionate increases in the minimum for permanent partial disability. The minimum for temporary total disability was raised from \$55 a week to \$90 a week (or earnings, if less); for temporary partial disability, the minimum is a proportionate amount in accordance with the impairment of earning capacity.

Effective July 1, 1975, disability pensions awarded prior to 1975 have been escalated by a factor of 10 per cent in respect of the year 1974.

A specific provision has also been made in the Workmen's Compensation Act, for supplementary permanent disability awards for those workers whose actual impairment of earning capacity is significantly greater than that recognized

by the schedule of percentages of impairment of earning capacity.

In the case of an accident that occurred in **Alberta** on or after April 1, 1975, the minimum pension for permanent total disability is now \$365 a month. A proportionate pension is paid for permanent partial disability.

In **British Columbia**, a new clause in the Workers' Compensation Act authorizes the board to review compensation benefits for a worker in some cases where, after 10 years, he still suffers from a compensable disability and a permanent disability award was previously made. The award must have been based on a disability of at least 12 per cent of total, or the case must be of a kind where a projected loss of earnings method is used in calculating compensation.

The board will, upon application by a worker under this provision of the Act, review compensation benefits to determine whether they are adequate. Compensation equal to 75 per cent of the projected loss of earnings or loss of retirement income resulting from the disability is to be considered adequate. The board has issued regulations prescribing the cases to which the provision applies.

Also in British Columbia, all workers who have suffered industrial noise-induced hearing loss beyond a minimum level set out in a schedule of the Act are now eligible to apply for compensation.

The minimum weekly payment for an injury causing temporary total disability in **Newfoundland** has been increased from \$45 to \$69.23 or the worker's earnings, if less. For permanent total disability the minimum has been set at \$300 a month (\$250 previously). This became effective July 20, 1975.

Compensable diseases

The **British Columbia Workers' Compensation Board** has added two diseases to the list of compensable industrial diseases included in the Workers' Compensation Act.

A worker employed in any industry or process where there is exposure to airborne asbestos fibres and who suffers from carcinoma of the lung (when associated with asbestosis) or from mesothelioma (pleural or peritoneal) is entitled to compensation unless it is proved that the disease was not due to the nature of the employment.

Workmen's Compensation Appeal Board

An act to amend the **Nova Scotia Workmen's Compensation Act** was assented to March 27, 1975, and provides for the establishment of a Workmen's Compensation Appeal Board.

The board consists of at least three members, but not exceeding five, appointed by the governor in council. One member must be designated as chairman and an assistant chairman may also be named.

Each member of the appeal board holds office for such period of time as is determined by the governor in council who may remove for cause any such member at any time prior to the expiry of his term of appointment. Re-appointment is possible upon the expiry of the term of office.

Three members of the appeal board constitute a quorum and the decision on any appeal is the one of the majority.

A person aggrieved by a decision of the Workmen's Compensation Board may appeal to the appeal board on the following grounds:


1. the medical opinion upon which compensation was given or refused was erroneous or incomplete; or
2. a greater functional disability exists than that found by the Board; or
3. a continuance of compensation beyond the period allowed by the board is required.

A party wishing to appeal a decision of the Workmen's Compensation Board must serve a written notice of appeal upon the board, the appeal board and any other parties interested in the decision. This must be done within 90 days from the day the board's decision was communicated to the person appealing, or within such future time as the appeal board may allow, not exceeding 90 days from the date such extension is given.

Except as provided in the Act, a decision of the appeal board is final and binding. However, it may be rescinded or amended where new facts are presented as evidence.

Where it makes a determination as to the entitlement of compensation of an appellant, the appeal board must advise the appellant, the employer and the board within 30 days of the particulars of its determination, and must provide a summary of its reasons including medical reasons, for its decision, upon request.

Penalties

New provisions have been made in **Ontario**, for penalties to be imposed on employers who fail to report accidents or claims promptly. The penalties which apply equally to employers liable to contribute to the accident fund and to those individually liable to pay compensation and medical aid, have been set by regulation. 

Comments on Goldenberg article

Senator Carl Goldenberg's excellent analysis of labour and management's basic common interest in maintaining the overall health of the economy [LG, May '76] omits a vital "public interest" in dealing with collective bargaining in the public sector. It is an omission which — I agree with Barnes and Kelly [LG, May '76] — has also clouded the potential effectiveness of both the Finkelman Report on Public Service Bargaining and a follow-up report by the joint Senate-Commons committee.

The Goldenberg article identifies only health, safety, and security as the areas where the "public interest" must prevail over collective bargaining rights in the public sector by means of laws which maintain certain essential services during any strike. The Senator adds, however, that government has now "gone beyond dispute settlement to limit the freedom of both public and private parties to bargain collectively on wages" on the basis of national interest — namely high inflation.

Neglected, however, is the "public interest" inherent in the amount of overall income received by public service employees. In its Third Annual Review, The Economic Council of Canada showed that "constraints" which in the long run, limit private sector bargaining such as the necessity for a private company to meet competitive costs, coupled with its ability to go out of

business, do not similarly "constrain" governments nor indeed other important public services. Considering also, a government's ability to "print" money, the Council urged that all governments and their employee unions add the "constraints" of the private sector by negotiating public service incomes on the basis of what the average "good employer" of the private sector has negotiated.

In simple terms, to pay a public service employee significantly more than he or she could earn working with a "good employer" in the private sector is to place a socially unjust additional tax on private sector employees doing similar work. Alternately, to pay less to the public employee than their

equivalent in private industry, is equally unjust. Fair competition between public and private sectors for available "good" employees is also essential and part of the "public interest."

Accepting such "fair comparability" has led to workable and peaceful resolution of public service collective bargaining, not only in Great Britain since the mid-1950s, but in West Germany, Sweden, Holland, and, for the past five years, Prince Edward Island.

G.K. Cowan

Vice-chairman, P.E.I. Institute of Industrial Relations
Charlottetown, P.E.I.

Reaction to Finn's views on wage curbs

In the February, 1976 issue of *The Labour Gazette*, a story by Ed Finn quotes "Why unions oppose mandatory wage curbs."

In that article the point is made that if a worker is held to a 10 per cent raise and the inflation rate remains at 10 per cent, he might have only 6 or 7 per cent left after deductions. This view has been seen in print in a number of situations and I am surprised to see it unrefuted by a capable writer such as Mr. Finn.

The fallacy is obviously in the

failure to recognize that the worker had deductions from his pay and paid taxes in the previous year as well as in the current year and in fact a 10 per cent raise this year concurrent with a 10 per cent rate of inflation, would very nearly keep a worker in the same position. The only difficulty occurring is if the 10 per cent increase did in fact place him in a higher tax bracket. I submit that even if this occurs, the short fall would only be marginal, not in the order of 3 to 4 per cent as indicated in your article.

E.Y. Mitterndorfer
Vancouver, B.C.

Books

MINERS AND STEELWORKERS: LABOUR IN CAPE BRETON

by **Paul MacEwan**, Toronto,
Samuel, Stevens, and Hakkert,
1976, 400 pp. (\$12.50)

A monumental piece of work, MacEwan's book surveys the labour history of the steel and coal industries in eastern Nova Scotia and the political forms worker protest took over the period 1879 to the present. A book which needed to be written years ago, MacEwan's work should be read not only by Cape Bretoners but by all Canadians wanting to understand the political and industrial history of this century.

Though the author writes with an underlying passion, the book is noteworthy for its balanced restraint. The facts are presented by themselves, and MacEwan is usually content to let them make their own impression. Only in the concluding chapters does he allow his political partisanship to come to the surface, and since he does so openly, it is a refreshing change from the usual biases passed off as impartiality.

The book tells of the insults, injustices, and incredible incompetence under which the Cape Breton labour force has struggled since before the turn of the century. On five occasions the armed forces were used against them — in 1883, 1904, 1922, 1923, and 1925.

The British Empire Steel Corporation, third-largest employer of wage earners in Canada, posted a one-third wage cut early in 1922, and more than 15 years of struggle elapsed before the 1921 rates were again equalled. While the workers

were under attack from absentee ownership, they faced simultaneous attack from the American leaders of their own union. Any time more than three or four miners got together, a cry of Bolshevism rent the air. The mine owners rushed to the government who hastened to send in infantry, cavalry, and artillery to protect mines and mine property.

Three themes are interwoven in the book — the history of the miners' unions (chiefly the United Mine Workers of America, District 26), the history of the United Steelworkers of America in Nova Scotia, and the rise of the CCF and New Democratic parties. The latter was first organized in Nova Scotia in 1938, when a District 26 UMW convention passed a motion to establish the Co-operative Commonwealth Federation in Nova Scotia as the miners' political wing. Several other unions, chiefly the Steelworkers, joined in the venture, which subsequently elected three MLAs to the provincial Assembly and the late Clarie Gillis as federal MP for Cape Breton South, Gillis, the first coal miner ever elected to Parliament, served from 1940 to 1957.

The Nova Scotia wing of the CCF-NDP was isolated from the mainstream of the party in Ontario and the West and has a character entirely different from that of the other provincial sections. Internal conflicts tended to be along class and geographical lines, with Cape Breton labour versus Halifax academics providing a number of prolonged and bitter feuds. Only in Cape Breton did the party ever succeed in electing members, and those elected invariably had strong roots in the steel and coal work force.

The pioneer struggles to organize both steel and coal workers are traced, struggles which took place under incredibly difficult conditions. The workers often fought among themselves. In 1923,

the coal miners called a political strike after mounted police smashed into a crowd of steel workers at Whitney Pier. John L. Lewis, international president of the UMW, deposed the elected officers of the Nova Scotia district and appointed his own nominees in their place. These then led the miners back to work, abandoning the steel workers to their fate. The steel union was smashed and did not revive until 1936.

Lewis and his American union, BESCO and DOSCO and their owners all remain shadowy figures in a book which concentrates on Cape Breton and Cape Bretoners.

A core theme in the book is the life and times of James B. McLachlan, redoubted radical Canadian labour leader who was effective leader of the Cape Breton miners from 1907 to 1937. Throughout his stormy career, McLachlan was deposed from union office by John L. Lewis, sentenced to two years in Dorchester Penitentiary for seditious libel — the only Nova Scotian other than Joseph Howe to ever stand trial on such a charge — and re-elected time after time to the post of secretary-treasurer in District 26. From this post, McLachlan dominated successive presidents and executives running on the McLachlan "slate." McLachlan's fiery and hyperactive pen, meanwhile, was responsible for a torrent of pamphlets and weekly newspapers — the *Maritime Labour Herald*, the *Nova Scotia Miner* — and while his activities were greatly resented and bitterly opposed by both BESCO and right-wingers within the union, McLachlan's efforts left an indelible imprint which remains to this day.

—Martin Dolan

Martin Dolan is research assistant to Jeremy Akerman, MLA for Cape Breton East.

Fifty Years Ago

The mortality rate among wage-earners was far higher in the first six months of 1926 than in any year since 1920, according to the *Statistical Bulletin* issued by the Metropolitan Life Insurance Company. In 1911, the company began to keep records of fatalities among wage-earners in Canada and the United States. Increased mortality during the first six months of 1926 was due mainly to the prevalence of influenza and pneumonia. Besides higher rates for influenza and pneumonia, increases were recorded for measles, organic heart disease, chronic nephritis, and cerebral hemorrhage. These increases more than counter-balanced the improvement in the record of diphtheria, tuberculosis, diarrhoeal diseases, puerperal conditions, and accidents.

The Ford Motor Company, in 1924, began to experiment with a five-day work week and, according to an announcement in September 1926, the company **adopted the five-day week** as a permanent policy for its employees. "Such workmen as seem to deserve it will receive as much for the five-day week as they had been getting for six days, but this will depend solely on merit," the announcement said. Another feature of the policy was that eight hours would constitute a day's work and there would be no extra labour classified as overtime. The "Saturday feature" did not apply to the railroad owned by the Ford Company or to certain other continuous work, but this affected only a small percentage of the total number of men employed by the

company. For the past four years, 100,000 Ford employees had been working an average of five days each week and were paid accordingly. This experience showed that the new plan could be financially successful to both the employer and employee.

At the beginning of September 1926, **the cost per week of 29 staple foods for an average family of five,** in terms of the average retail prices in 60 Canadian cities, was \$10.94 compared with \$11.10 for August; \$10.81 for September 1925; \$10.28 for September 1924; \$10.46 for September 1923; \$10.28 for September 1922; \$11.82 for September 1921; \$15.95 for September 1920; \$16.92 for June 1920 (the peak); \$13.31 for September 1918; and \$7.83 for September 1914. Including the cost of fuel and rent with that of foods, the total monthly family budget averaged \$21.15 at the beginning of September, 1926, compared with \$21.32 for August and \$21.02 for September 1925; \$20.65 for September 1924; \$20.97 for September 1923; \$20.90 for September 1922; \$22.37 for September 1921; \$26.38 for September 1920; \$26.92 for July 1920 (the peak); \$21.11 for September 1918; and \$14.33 for September 1914.

The more **important industrial agreements and schedules** of wages and working conditions received by the federal Department of Labour were published monthly in *The Labour Gazette*. One of these agreements, received in September

1926, was between certain local theatres in Ottawa and the International Alliance of Theatrical Stage Employees and Moving Picture Machine Operators, Local No. 257, and its provisions were:

Effective September 1, 1925 to August 31, 1927, only operators supplied by the union were to be employed. *Scale*: wage for a journeyman operator employed on the basis of a 6-day work week, not exceeding 48 hours, comprising matinee and evening performances, \$40; wage for a 6-night work week, not exceeding 28 hours and 1 matinee, \$30; wage for a journeyman operator working in theatres operating matinee and evening continuous performances for 6 days, \$40; extra matinees and Sundays, pro rata. *Overtime*: \$1 per hour. Sunday concerts, \$5. Screenings, 50 cents per reel. Assembling or disassembling machines \$5. Extra performances, not more than 4 hours, \$5. In theatres operating more than 8 hours, 2 operators to work split shifts. No operator to work more than 5 hours without 2 hours relief. Two weeks' notice of dismissal to be given except in case of drunkenness or dishonesty. Employees to obey rules and directions of employers not conflicting with the agreement. Competent men were to be furnished by the union. Union members employed by the week were required to give two weeks' notice of their intention to leave their employment.

—Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, July

The all-items Consumer Price Index (1971=100) advanced 0.4 per cent to 149.3 in July from 148.7 in June, and was 6.8 per cent higher than in July 1975. This slight increase was due mainly to an unusually small rise in the level of food prices. Higher housing charges were responsible for more than two fifths of the overall CPI increase; the recreation and food components each contributed another one fifth. While the food index advanced 0.3 per cent, the index for all items, excluding food, rose 0.6 per cent.

Higher pork prices, which rose on average, 2.3 per cent, as well as higher prices for fresh vegetables, coffee and restaurant meals, were chiefly responsible for the increase in the food index. Lower prices for beef products and for sugar partially offset these increases. Between July 1975 and July 1976, the index for food consumed at home declined 0.6 per cent.

Increased shelter charges for both owned and rented accommodation, and seasonally higher prices for hotel and motel accommodation and train fares, were mainly responsible for the 0.6 per cent rise in the index for all items excluding food. Household help costs, higher in the latest month, were partially offset by a slight decline in automobile and gasoline prices. The price level of goods including food, advanced 0.2 per cent and that for services increased 0.8 per cent. Between July 1975 and July 1976, the price level of services increased 12.5 per cent compared with a 3.7 per cent rise for goods.

Seasonally adjusted, the all-item CPI was unchanged between June and July — a 0.8 per cent decrease in the food index was offset by a 0.4 per cent increase in the index for all items excluding food.

City Consumer, July

Consumer price indexes advanced in all regional cities in July, with increases ranging from 0.2 per cent in Winnipeg to 0.6 per cent in Halifax and Montreal. Increased shelter charges for both owned and rented accommodation contributed to the latest increase. Seasonally higher prices were recorded for hotel and motel accommodation and for train fares. There was an increase also in household help rates. The movement of prices for food at home varied in all provinces, with fresh vegetable prices generally higher. The percentage increases listed in 14 regional cities were: 0.1 in Winnipeg; 0.2 in Saskatoon and Vancouver; 0.3 in Ottawa, Regina and Calgary; 0.4 in Quebec and Thunder Bay; 0.5 in St. John's, Saint John, Toronto and Edmonton; 0.6 in Halifax and Montreal. The percentage increases from July 1975 to July 1976 were 6.0 in Montreal; 6.2 in Quebec; 6.5 in Toronto; 6.6 in Saint John; 7.0 in Ottawa; 7.1 in Edmonton; 7.6 in Saskatoon; 7.9 in St. John's and Calgary; 8.0 in Winnipeg; 8.4 in Thunder Bay and Regina; 8.5 in Halifax; and 9.1 in Vancouver.

Employment, July

The seasonally adjusted employment level in July was 9,602,000, an increase of 67,000

from June, Statistics Canada reported. The level of employment for women aged 15 to 24 decreased by 8,000 and for women 25 and over it increased by 51,000. There was an increase of 3,000 in employment among men aged 15 to 24, and of 21,000 for men 25 and over. On a provincial basis, seasonally adjusted employment increased in Ontario by 18,000; in Quebec by 7,000; in British Columbia by 6,000; and in Manitoba by 5,000. There was a decline of 3,000 in Newfoundland, while in the other provinces there was little or no change.

Unemployment, July

The seasonally adjusted unemployment rate for Canada was 7.3 per cent (751,000) in July, an increase of 0.3 per cent (29,000) from June. The rate for women 15 to 24 increased 0.8 per cent to 12.3 per cent; for women 25 and over, by 0.3 per cent to 6.9 per cent. For men 15 to 24, the rate increased by 0.2 per cent to 13.2 per cent, while for men 25 and over it increased by 0.1 per cent to 4.4 per cent. By province, the unemployment rate increased in Newfoundland by 2.0 per cent to 14.4 per cent; in Prince Edward Island by 0.7 per cent to 13.1 per cent; in Quebec by 0.6 per cent to 8.4 per cent; in British Columbia by 0.3 per cent to 9.1 per cent; in Ontario by 0.2 per cent to 6.5 per cent; in Manitoba by 0.1 per cent to 4.6 per cent; and in Alberta by 0.1 per cent to 3.9 per cent. The rate decreased in Nova Scotia by 0.9 per cent to 9.6 per cent and in New Brunswick by 0.7 per cent to 10.8 per cent. In Saskatchewan, at 4.5 per cent, the rate was unchanged.

Additions to the Library

List No. 328

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

COLLECTIVE BARGAINING

1. Abell, Peter, ed. Organizations as bargaining and influence systems. London, Heinemann, 1975. 189p.

2. American Society for Engineering Education. Task Force on Unionization. Faculty unionization and collective bargaining: a white paper. Washington, American Society for Engineering Education 1975. 41p.

3. Farber, Henry Stuart. Unions, bargaining power, and wages: an empirical analysis. Ithaca, N.Y., Photo Services of Cornell University, 1975. 77p.

4. Najita, Joyce M. Interest disputes resolution: final-offer arbitration, by Joyce M. Najita and Helene S. Tanimoto. Honolulu, Industrial Relations Center, University of Hawaii, 1975. 11p.

DISCRIMINATION IN EMPLOYMENT

5. Equal employment opportunity: responsibilities, rights, remedies. John de J. Pemberton Jr., editor. New York, Practising Law Institute, 1975. 517p.

6. U.S. Equal Employment Opportunity Commission. Job discrimination? Laws and rules you should know. Washington, G.P.O., 1975. 91p.

EMPLOYEES' REPRESENTATION IN MANAGEMENT

7. Bolweg, Joep F. Job design and industrial democracy: the case of Norway. Ann Arbor, Xerox University Microfilms, 1976. 212p.

8. Shutt, Harry, ed. Worker participation in West Germany, Sweden, Yugoslavia and the United Kingdom. London, Economist Intelligence Unit, Ltd., 1975. 48p.

EMPLOYMENT MANAGEMENT

9. Cayer, Napoleon Joseph. Public personnel administration in the United States. New York, St. Martin's Press, 1975. 178p.

GRIEVANCE PROCEDURES

10. Canada. Federal Mediation and

Conciliation Service. Arbitration Services. The grievance arbitration process in Canada. Ottawa, 1976. 106p.

HUMANIZATION OF WORK

11. Carpentier, J. Techniques d'organisation et humanisation du travail. Québec, Université Laval, Département des relations industrielles, 1975. p.101-125. (Université Laval. Département des relations industrielles. Tiré-à-part no. 9)

INDUSTRIAL HEALTH

12. Leyton, Elliott. Dying hard; the ravages of industrial carnage. Toronto, McClelland and Stewart, 1975. 141p.

INDUSTRIAL RELATIONS

13. Beaucage, André. Brève description du système des relations du travail au Canada; une étude. Ottawa, Direction des relations en matière d'emploi, Ministère du Travail du Canada, 1976. 47, 47p. Title in English: An outline of the Canadian labour relations system.

14. Illinois. University. Institute of Labor and Industrial Relations. Strategic factors in industrial relations systems: the metalworking industry, by Milton Derber. Urbana, 1976, p.18-28.

15. Jain, Harish Chand, ed. Canadian labour and industrial relations: public and private sectors, text and readings. Toronto, McGraw-Hill Ryerson, 1975. 328p.

16. Niagara Peninsula Union — Management Conference, Jordan Station, Ont., 1975. Niagara Peninsula Union-Management Conference...Jordan Station, Ontario,

Thursday, October 2, 1975. Theme: Is there a better way; Can the adversary system be improved; What are the alternatives? Ottawa, Employment Relations Branch, Canada Department of Labour, 1976. 112p.

17. Northwestern Ontario Labour — Management Conference, Thunder Bay, Ontario, 1975. Northwestern Ontario Labour-Management Conference, Thunder Bay, Ontario, May 23, 1975. Theme: The development of better procedures for preventing labour-management disputes. Ottawa, Employment Relations Branch, Canada Department of Labour, 1975. 123p.

INFLATION

18. Laidler, David E.W. Essays on money and inflation. Chicago, University of Chicago Press, 1975. 246p.

JOB ENRICHMENT

19. Buckingham, Graeme L. Job enrichment and organizational change: a study in participation at Gallaher Ltd., by G.L. Buckingham, R.G. Jeffrey and B.A. Thorne. Epping, Eng., Gower Press, 1975. 161p.

JOB SECURITY

20. Bernier, Jean. La sécurité d'emploi en cas de changements technologiques et la convention collective. Québec, Publié sous les auspices de la Direction Générale de la Recherche du Ministère du Travail et de la Main-d'oeuvre, 1976. 248p.

21. Mumford, Peter. Redundancy and security-of-employment. Epping, Eng., Gower Press, 1976. 166p.

LABOUR HISTORY

22. Burgess, Keith. The origins of British industrial relations; the nineteenth century experience. London, Croom Helm, 1975. 331p.

23. Gutman, Herbert George. Work, culture and society in industrializing America; essays in American working-class and social history. New York, Alfred A. Knopf, 1976. 343p.

LABOUR ORGANIZATION

24. Canada Department of Labour. Economics and Research Branch. Union growth in Canada in the sixties, by J.K. Eaton. La croissance du syndicalisme canadien dans les années soixante, par J.K. Eaton. Ottawa, Information Canada, 1976. 202p.

25. Laxer, Robert M. Canada's unions, by Robert Laxer with the assistance of Paul Craven and Ann Martin. Toronto, James Lorimer, 1976. 341p.

LABOUR ORGANIZATION, INTERNATIONAL

26. Dion, Gérard. L'influence états-unienne sur le syndicalisme canadien. Québec, Université Laval, Département des relations industrielles, 1975. p.119-130, 8p. (Université Laval. Département des relations industrielles. Tiré-à-part no. 4)

LABOUR SUPPLY

27. U.S. Bureau of Labor Statistics. Library manpower: a study of demand and supply. Washington, G.P.O., 1976. 94p.

MINORITIES

28. Smith, David J. The facts of racial disadvantage; a national survey. London, P.E.P., 1976. 257, 50p.

PART-TIME EMPLOYMENT

29. Bossen, Marianne. Part-time work in the Canadian economy. Winnipeg, M. Bossen & Associates, 1975. 123p.

PENSIONS

30. Leo, Mario. Financial aspects of private pension plans: a research study and report prepared for the Financial Executives Research Foundation by Mario Leo, Preston C. Bassett and Ernest S. Kachline. New York, Financial Executives Research Foundation, 1975. 283p.

RETIREMENT

31. Canadian Council on Social Development. Statement on retirement policies, March, 1976. Ottawa, 1976. 16p.

SOCIAL INDICATORS

32. Economic means for human needs; social indicators of well-being and discontent, edited by Burkhard Strumpel. Ann Arbor, Survey Research Center, Institute for Social Research, University of Michigan, 1976. 303p.

SOCIAL SECURITY

33. Ontario Economic Council. Social Security. Toronto, 1976. 50p.

STATUS OF WOMEN

34. Nash, Michael. The sex discri-

mination act, a guide for managers. London, Institute of Personnel Management, 1975. 46p.

35. Shoulder to shoulder: a documentary, by Midge Mackenzie. London, Penguin Books, 1975. 338p.

UNEMPLOYMENT

36. Mukherjee, Santosh. Unemployment costs. London, P.E.P., 1976. 20p.

WAGE POLICIES — GOVERNMENT

37. The illusion of wage and price control; essays on inflation, its causes and its cures. Contributors include David Laidler, Michael Parkin and Jackson Grayson; Michael Walker, editor. Vancouver, Fraser Institute, 1976. 236p.

38. Kusters, Marvin H. Controls and inflation; the economic stabilization program in retrospect, by Marvin H. Kusters and J. Dawson Ahalt. Washington, American Enterprise Institute for Public Policy Research, 1975. 135p.

WAGES AND HOURS

39. U.S. Bureau of Labour

Statistics. The hourly earnings index, 1964 — August 1975. Washington, G.P.O. 1976. 39p.

WOMEN — EMPLOYMENT

40. Bird, Caroline. Enterprising women. New York, Norton, 1976. 256p.

41. Canada. Ministry of State for Urban Affairs. Metropolitan Canada women's views of urban problems. Ottawa, Information Canada, 1976. 29p. Titre en français: La femme et le milieu urbain canadien.

42. Gordon, Francine E. Bringing women into management, edited by Francine E. Gordon and Myra H. Strober. New York, McGraw-Hill, 1975. 168p.

43. International Labour Office. Women workers and society; international perspectives. Foreword by Helvi Sipilä. Geneva, International Labour Office, 1976. 211p.

44. Taner, Barbara. Double shift; a practical guide for working mothers. London, Arrow Books, 1975. 200p.

45. U.S. Women's Bureau. A working woman's guide to her job rights. Rev. ed. Washington, G.P.O., 1975, 34p.

46. Women and the American economy; a look to the 1980s. Edited by Juanita M. Kreps. Englewood Cliffs, N.J., Prentice-Hall, 1976. 177p.

WORK

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labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE *				
Week ended June 19, 1976		(unadjusted figures, in thousands)		
		10,556	+ 2.6	+ 2.0
Employed	June 1976	9,855	+ 2.9	+ 2.2
Agriculture	" "	495	+ 4.6	- 7.1
Non-agriculture	" "	9,360	+ 2.8	+ 2.8
Paid workers	" "	8,889	+ 2.7	+ 3.9
At work 35 hours or more†	" "	7,452	+ 1.4	- 2.0
At work less than 35 hours†	" "	1,844	+ 2.3	+ 20
Employed but not at work†	" "	558	+ 31	+ 11.6
(change in thousands)				
Unemployed	June 1976	702	- 6	+ 14
Newfoundland	" "	23	- 2	- 3
Nova Scotia	" "	30	- 1	+ 9
Prince Edward Island	" "	4	- 1	—
New Brunswick	" "	29	- 3	+ 4
Quebec	" "	228	+ 13	- 4
Ontario	" "	238	+ 8	+ 1
Manitoba	" "	17	—	+ 1
Saskatchewan	" "	15	+ 2	+ 6
Alberta	" "	25	- 12	- 6
British Columbia	" "	93	- 10	+ 6
Without work, seeking work and available for work	" "	634	+ 9	—
percentage change				
INDUSTRIAL EMPLOYMENT (1961 = 100)†	March 1976	140.6	+ 0.9	+ 2.3
Manufacturing employment (1961 = 100)†	" "	127.1	+ 0.8	+ 1.3
IMMIGRATION	Calendar year 1975	187,881	—	—
Destined to the labour force	" " "	81,189	—	—
STRIKES AND LOCKOUTS‡				
Strikes and lockouts	May 1976	177	+ 12.7	- 23.4
No. of workers involved	" "	268,076	- 11.7	+ 131.8
Duration in man days	" "	707,930	+ 0.8	+ 7.2
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)†	March 1976	221.45	+ 0.7	+ 13.2
Average hourly earnings (mfg.)†	" "	5.57	+ 1.1	+ 13.4
Average weekly hours paid (mfg.)†	" "	39.0	+ 0.3	+ 1.8
Consumer price index (1971 = 100)	June 1976	148.7	+ 0.5	+ 7.8
Index numbers of weekly wages in 1961 dollars (1961 = 100)‡	March 1976	129.0	+ 0.9	+ 5.8
Total labour income (millions of dollars)†	May 1976	8,808.7	+ 6.1	+ 17.0
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100)	May 1976	120.0	+ 0.6	+ 6.6
Manufacturing	" "	119.9	+ 1.0	+ 6.8
Durables	" "	117.7	+ 1.5	+ 6.1
Non-durables	" "	122.1	+ 0.4	+ 7.5
NEW RESIDENTIAL CONSTRUCTION**				
Starts	May 1976	22,799	—	+ 33
Completions	" "	16,939	—	+ 30
Under construction	" "	154,194	—	+ 24

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001

†Advance data

‡Preliminary

**Centres of 10,000 population or more

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month or Year	Strikes and Lockouts	Workers Involved	Strikes and Lockouts in Existence During Month or Year	
				Duration in Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	977	1,054	482,180	10,894,190	0.53
*1975					
April	98	192	43,751	588,008	0.34
May	115	231	115,659	660,332	0.38
June	107	248	61,794	800,471	0.45
July	100	247	112,316	1,220,832	0.65
August	90	249	105,270	1,284,490	0.74
September	68	222	81,292	1,287,600	0.75
October	70	244	111,470	1,298,903	0.72
November	55	197	91,697	1,442,024	0.88
December	28	176	82,266	1,106,624	0.64
*1976					
January	33	164	54,590	842,250	0.49
February	46	170	148,145	603,130	0.37
March	71	170	172,468	483,060	0.25
April	66	157	303,708	702,250	0.40
May	85	177	268,076	707,930	0.42

*Preliminary.

STRIKES AND LOCKOUTS, MAY 1976, BY INDUSTRY (Preliminary)

Industry	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Forestry	1	1	296	2,220
Mines	7	13	4,719	56,110
Manufacturing	35	76	19,762	247,210
Construction	4	8	1,248	9,470
Transpn. & utilities	14	22	32,806	49,490
Trade	9	18	2,073	10,620
Finance	0	1	54	1,080
Service	11	32	26,381	151,930
Public administration	3	5	5,737	4,800
Various Industries	1	1	175,000	175,000
All industries	85	177	268,076	707,930

STRIKES AND LOCKOUTS, MAY 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number Beginning During Month	In Effect During Month		
		Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	3	11	374	5,020
Prince Edward Island	1	2	145	2,270
Nova Scotia	2	3	185	1,900
New Brunswick	2	2	2,580	5,580
Quebec	28	60	238,418	441,890
Ontario	18	46	10,550	99,160
Manitoba	1	2	80	1,450
Saskatchewan	11	14	3,755	18,180
Alberta	2	4	375	5,930
British Columbia	14	27	10,463	120,100
Federal	3	6	1,151	6,450
All jurisdictions	85	177	268,076	707,930

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				May	Accu- mulated	Termi- nation Date	
Forestry							
	Woodlands Enterprises, Prince Albert, Sask.	Woodworkers Loc. 1-184 (AFL-CIO/CL)	296	2,220	2,220	May 19	Wages, fringe, other issues —
Mines							
METAL							
	St. Lawrence Columbium & Metals Corp., Oka, Quebec	Steelworkers Loc. 7579 (AFL-CIO/CLC)	170	3,400	14,030	Feb. 03	Wages, fringe benefits —
	Gibraltar Mines Ltd., McLeese Lake, B.C.	Can. Ass'n of Industrial Wrks. Loc. 18 (CCU)	340	7,530	17,960	Mar. 19	Seniority, safety, management rights —
	Brunswick Mining & Smelting, Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,180	2,080	2,080	May 29	Wages, other issues —
MINERAL FUELS							
	Fording Coal (Cominco), Elkford, B.C.	Chartered Local Loc. 1702 (CLC)	100	1,800	1,800	May 05 Apr. 25	Wages, length of contract —
	Fording Coal (Cominco), Elkford, B.C.	Steelworkers Loc. 7884 (AFL-CIO/CLC)	720	13,370	13,370	May 06	Wages, length of contract —
	Chevron Standard, Edson & Fox Creek, Alberta	Oil Workers Loc. 9-909 (AFL-CIO/CLC)	175	2,500	2,500	May 13	Wages —
	Kaiser Resources, Sparwood, B.C.	United Mines Workers Loc. 7292 (CLC)	1,350	15,430	15,430	May 16	Wage rollback by A.I.B. —
NON-METAL							
	Canadian Rock Salt, Ojibway, Ontario	Auto Workers Loc. 195 (CLC)	190	250	250	May 11 May 12	Suspension of workers — Union ordered return to work —
QUARRIES							
	Atru Granite Inc., (7 co's) Beebe, Que.	Steelworkers Loc. 7550 (AFL-CIO/CLC)	200	4,000	21,000	Dec. 29/ 1975	Not reported —
	Enterprises Lagacé, Chomedey, Québec	Steelworkers Loc. 15458 (AFL-CIO/CLC)	147	2,940	3,680	Apr. 26	Fringe benefits, mgmt. rights —

Manufacturing

FOOD AND BEVERAGES

Pêcheurs unis du Québec, Newport & Rivière-au- Renard, Québec	Commerce Fed'n (CNTU)	464	4,000	4,000	May 18	Wages, working conditions —
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RUBBER

Uniroyal Ltd., Kitchener, Ontario	Rubber Workers Loc. 67 (AFL-CIO/CLC)	480	5,760	5,760	May 13	Wages —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1976 (Preliminary) (Cont'd)

Industry Employer			Duration in Man-Days		Starting Date	
Location	Union	Workers Involved	May	Accu- mulated	Termi- nation Date	Major Issues Result
LEATHER						
Rosita Shoes, Montreal, Quebec	CSD	384	7,680	56,240	Nov. 04/ 1975	Wages —
Texaco Canada, Port Credit, Ontario	Oil Workers Loc. 9-593 (AFL-CIO/CLC)	196	590	590	May 18	Wages, fringe benefits —
TEXTILES						
Celanese Canada, Sorel, Quebec	Synd. des emp. de Celanese (CNTU)	650	13,000	22,100	Apr. 12	Wages, fringe benefits, grievances —
Celanese Canada, Drummondville, Quebec	Synd. des emp. de Celanese (CNTU)	1,471	32,570	39,930	Apr. 26	Wages, fringe benefits, other issues —
WOOD						
Canadian Forest Products, Hunting-Meritt, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,400	42,160	Sept. 13/ 1972	Shorter hours, elimination of piece work, rates of pay —
Scierie Aimé Gaudreau, Estcourt, Québec	Syndicat des employés de scierie (CNTU)	118	2,360	6,670	Mar. 10	Wages, benefits —
Sungold Mfg., Calgary, Alberta	Woodworkers Loc. 206 (AFL-CIO/CLC)	110	2,200	3,800	Apr. 13	Wages —
Sask. Forest Products, various locations, Sask.	Woodworkers Loc. 1-184 (AFL-CIO/CLC)	407	8,440	8,440	May 06	Wages, fringe benefits —
Pinette & Therrien Mills, Williams Lake, B.C.	Woodworkers Loc. 1-424 (AFL-CIO/CLC)	200	600	600	May 07 May 12	Grievances — Terminated by mutual agreement —
FURNITURE AND FIXTURES						
Art Laboratory Furniture Co., Montreal, Que.	Upholsterers Loc. 402 (AFL-CIO/CLC)	130	2,600	13,650	Dec. 05/ 1975	Not reported —
Simmons Ltd., Montreal, Quebec	Upholsterers Loc. 402 (AFL-CIO/CLC)	350	1,400	1,400	May 09	Wages, COLA, piecework —
All-Steel Canada, St. Laurent, Quebec	Steelworkers (AFL-CIO/CLC)	360	5,400	5,400	May 10	Wages, COLA, other issues —
PAPER						
Domtar Construction Materials, Caledonia, Ontario	Steelworkers Loc. 14994 (AFL-CIO/CLC)	193	2,900	2,900	May 09	Wages, fringe benefits —
MacMillan Bloedel (Sask.) Ltd., Hudson Bay, Sask.	Woodworkers Loc. 1-184 (AFL-CIO/CLC)	252	1,010	1,010	May 10 May 13	Not reported — Not reported —
PRINTING & PUBLISHING						
Photoengravers & Electrotypes, Toronto, Ontario	Printing & Graphic Loc. 10 (AFL-CIO/CLC)	109	2,180	4,520	Apr. 02	Wages, other issues —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location	Union		May	Accu- mulated	Termi- nation Date	
PRIMARY METALS						
Ontario Malleable Iron, Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	4,400	20,680	Jan. 18	Wages, fringe benefits —
Aciers Atlas Steels, Div. Rio Algom Mines, Tracy, Quebec	Steelworkers Loc. 6403 (AFL-CIO/CLC)	367	520	16,370	Mar. 01 May 03	Wages, fringe benefits — Terminated by mutual agreement —
Sidbec-Dosco, Contrecoeur, Quebec	Steelworkers various locs. (AFL-CIO/CLC)	1,190	21,650	21,650	May 06	Wages, fringes, hours of work —
Benn Iron Foundry, Wallaceburg, Ontario	Auto Workers Loc. 251 (CLC)	240	720	720	May 27	Wages —
Canada Valve Ltd., Kitchener, Ontario	Moulders Loc. 279 (AFL-CIO/CLC)	140	140	140	May 29	Wages, other issues —
METAL FABRICATING						
Bell Copper Noranda Mines, Granisle, B.C.	CDN Ass'n of Industrial Workers Loc. 10 (CCU)	175	3,880	14,390	Feb. 07	Wages, fringe benefits —
Firestone Steel Products, London, Ontario	Auto Workers Loc. 27 (CLC)	216	4,320	13,830	Mar. 01	Not reported —
Sidbec-Dosco Ltée, Montréal, Québec	Steelworkers (AFL-CIO/CLC)	1,000	15,670	15,670	May 10	Wages —
Sidbec-Dosco (Truscon), LaSalle, Quebec	Steelworkers Locs. 5063, 6025 (AFL-CIO/CLC)	234	3,510	3,510	May 10	Wages, fringe benefits —
Armco Canada, Guelph, Ontario	Steelworkers Loc. 4054 (AFL-CIO/CLC)	137	1,990	1,990	May 10	Length of contract —
Sidbec-Dosco Ltd., Etobicoke, Ontario	Steelworkers Locs. 5927, 5629 (AFL-CIO/CLC)	230	2,300	2,300	May 16	Wages —
TRANSPORTATION EQUIPMENT						
Eaton Yale Ltd., Wallaceburg, Ontario	Auto Workers Loc. 251 (CLC)	155	2,020	3,180	Apr. 23 May 19	Wages — Terminated by mutual agreement —
Eaton Yale Ltd., Chatham, Ontario	Auto Workers Loc. 127 (CLC)	640	8,960	13,760	Apr. 23 May 20	Wages — Terminated by mutual agreement —
Saint John Shipbuilding & Dock, Saint John, N.B.	Various unions	1,400	3,500	3,500	May 14 May 18	Protesting A.I.B. decision — Not reported —
Motor Wheel Corp., Chatham, Ontario	Auto Workers Loc. 127 (CLC)	588	4,700	4,700	May 19	Wages, fringe benefits —
ELECTRICAL PRODUCTS						
A. Bélanger Ltée, Montmagny, Québec	CNTU	400	8,000	10,000	Apr. 26	Wages, fringe benefits, other issues —
Westinghouse Canada, Hamilton, Ontario	U.E. Loc. 504 (CLC)	3,025	15,130	15,130	May 07 May 14	Grievance against U.E. — Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					May	Accumulated	Termination Date	
	Canadian Chromalox, Rexdale, Ontario		Auto Workers Loc. 252 (CLC)	479	6,710	6,710	May 14	Wages, fringe benefits —
	Canada Wire & Cable, Simcoe, Ontario		Steelworkers Loc. 6187 (AFL-CIO/CLC)	222	2,530	2,530	May 16	Wages, length of contract —
	General Signal Appliances, Welland, Ont.		Steelworkers Loc. 6753 (AFL-CIO/CLC)	202	610	610	May 27	Wages —

CHEMICAL PRODUCTS

	Canadian Industries Ltd., Nitro, Quebec		Féd. des syndicats des mines (CSN)	360	7,200	24,480	Feb. 24	Wages, grievances, other contract issues —
	C.I.L. Ltd., Nobel, Ont.		Steelworkers Loc. 13704 (AFL-CIO/CLC)	175	3,500	5,250	Apr. 15	Wages, other issues —
	Sico Inc., Quebec & Montreal, Quebec		Fed'n of Metal Trade Unions (CNTU)	150	750	750	May 24	Wages, vacations —

Construction

	PEI Construction Ass'n, various locations, P.E.I.		IBEW Loc. 1432 (AFL-CIO/CLC)	110	2,200	6,380	Mar. 09	Dispute over hiring 2 men —
	Sask. Const. Assn., Saskatoon Area, Sask.		Laborers Loc. 890 (AFL-CIO/CLC)	400	50	300	Apr. 26 May 03	Not reported —
	Heavy Const. Ass'n, Toronto, Ontario		Laborers Loc. 183 (AFL-CIO/CLC)	225	4,500	4,500	May 03	Wages, fringe benefits —
	Metro Toronto Sewer & Water Ass'n, Toronto, Ontario		Laborers Loc. 183 & Teamsters Loc. 230 (AFL-CIO/CLC) & (Ind.)	450	2,250	2,250	May 25	Wages, fringe benefits —

Transportation & Utilities

TRANSPORTATION

	B.C. Railway, province wide, B.C.		Various unions	956	9,200	9,200	May 11	
	Transport Chauveau Ltée, Québec, Québec		Teamsters Loc. 106 (Ind.)	160	2,240	2,240	May 11	Wages —
	Clark Transportation, Cornerbrook & Grand Falls, Nfld.		Railway Clerks Loc. 267 (AFL-CIO/CLC)	100	200	200	May 25 May 27	Fringe benefits — Workers return, court injunction —

COMMUNICATION

	Canadian National Telegraphs, Gander, Nfld.		Railway, Transport & General Wkrs. (CLC)	120	2,400	7,920	Feb. 28	Dispute over shift scheduling —
	CBC, Radio Canada, Montreal, Québec		NABET Loc. 62 (AFL-CIO/CLC)	750	380	380	May 05 May 05	Protesting slow negotiations — Return of tech. & maint. workers —
	B.C. Telephone, Burnaby, B.C.		Telephone Workers of B.C. Loc. 5 (CLC)	100	100	100	May 13 May 14	Safety conditions — Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, APRIL, 1976 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location	Union		April	Accu- mulated	Termini- ation Date	
POWER, GAS, WATER						
Hydro-Québec, province wide, Québec	Public Empls. (CLC)	9,600	9,600	9,600	May 01 May 01	Slow negotiations — Return of workers —
Hydro-Québec, province wide, Québec	Public Empls. (CLC)	9,500	9,500	9,500	May 14 May 15	
Union Gas Ltd., Southwest, Ontario	Various unions	264	400	400	May 20	Wages, fringe benefits —
Hydro-Québec, province wide, Québec	Public Empls. (CLC)	9,500	9,500	9,500	May 26 May 27	Wages, other issues — Return of workers —
Hydro-Québec, Matapédia, Abitibi, Saguenay, Qué.	Public Empls. (CLC)	1,500	1,500	1,500	May 31 May 31	Wages, other issues — Return of workers —
Trade						
Société des Alcools du Québec, various locations, Québec	Féd. des empl. de services publics (CNTU)	600	600	600	May 10 May 11	Wages, job security — Return of workers —
Société des Alcools du Québec, various locations, Québec		950	3,170	3,170	May 15 May 21	Wages, job security, seniority — Return of workers —
Service						
EDUCATION						
Various School Boards, various locations, Quebec	Les enseignants des Bois-Francs (CEQ)	831	16,620	69,800	Feb. 02	Wages, fringe benefits —
Windsor School Board, Windsor, Ontario	Ont. Secondary Teachers Fed'n (Ind.)	770	3,850	5,390	Mar. 30 May 10	Wages — Back to work order, arbitration —
Protestant School Boards, various locations, Que.	Provincial Ass'n of Protestant Teachers	6,700	6,700	6,700	May 06 May 07	Wages — Return of teachers —
Université Laval, Québec, Québec	Public Empls. (CLC)	1,600	1,600	1,600	May 18 May 19	Contract issues — Return of non-teaching staff —
HEALTH & WELFARE						
Hôpital Hôtel-Dieu, Sorel, Québec	Social Affairs Fed. (CNTU)	589	13,040	23,980	Apr. 05	Wages, other matters —
Centre hospitalier de Verdun, Verdun, Québec	Social Affairs Fed. (CNTU)	1,200	12,860	27,430	Apr. 06 May 16	Wages, other matters — Return of employees —
Hôtel-Dieu d'Arthabaska, Arthabaska, Québec	Social Affairs Fed. (CNTU)	850	18,820	32,780	Apr. 08	Wages, fringe benefits —
Sask. Health Care Assn., Province wide, Sask.	Sask. Union of Nurses	1,000	3,000	14,500	Apr. 24 May 03	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, MAY, 1976 (Preliminary) (Concl'd)

Industry			Duration in Man-Days		Starting Date	
Employer					Termination Date	Major Issues
Location	Union	Workers Involved	May	Accu- mulated		Result
Sault Ste. Marie School Board, Sault Ste. Marie, Ontario	Ont. Sec. School Teachers Fed.	417	1,670	2,090	Apr. 30 May 06	Wages — Legislation, teachers returned —
Health Labour Relations Ass'n, various locations, B.C.	Hospital Empls. Loc. 180 (Ind.)	4,875	38,530	38,530	May 04	Wages, fringes, other issues — Return for 21 days (LRB order)
Pioneer Village, Regina, Sask.	Public Empls. Loc. 1138 (Ind.)	365	370	370	May 07 May 08	Slowness of negotiations — Return of workers —
Quebec Hospitals (29), various locations, Que.	Féd. des infirmières du Québec	5,500	5,500	5,500	May 19 May 20	Wages, hours, other issues — Return of nurses —
ACCOMMODATION & FOOD						
Island Hall Hotel, Parksville, B.C.	Hotel Empls. Loc. 835 (AFL-CIO/CLC)	104	2,300	12,840	Dec. 11/ 1975	Not reported —
London Proprietors (6 hotels), London, Ont.	Retail Wholesale Loc. 448 (AFL-CIO/CLC)	150	3,320	8,350	Mar. 15	Not reported —
MISCELLANEOUS						
Mid-Island Public Employees Ass'n., Nanaimo & Ladysmith, B.C.	Public Empls. Loc. 401 (CLC)	600	12,000	17,130	Apr. 01	Fringe benefits, other issues —
Mid-Island Public Employees Ass'n., Nanaimo & Ladysmith, B.C.	Public Empls. Loc. 606 (CLC)	230	4,600	8,970	Apr. 05	Fringe benefits, other issues —
Public Administration						
PROVINCIAL						
Wascana Centre Authority, Regina, Sask.	Sask. Gov't Empls. Ass'n (CLC)	225	230	230	May 03 May 04	Not reported — Not reported —
Wascana Centre Authority, Regina, Sask.	Sask. Gov't Empls. Ass'n (CLC)	225	230	230	May 13 May 14	Not reported — Not reported —
Gouvernement du Québec, Québec, Québec	Syndicat des fonctionnaires provinciaux (Ind.)	5,200	2,600	2,600	May 21 May 21	Slow negotiations — Return of professional employees —
Various Industries						
Quebec Gov't, Province wide, Quebec	Various Unions	175,000	175,000	175,000	May 05 May 06	Wages, other issues — Return of workers —

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. (1975 edition).

Labour data

Union Growth in Canada in the Sixties. A 202-page report containing analysis and detailed data on union membership by province and industry during the period 1957-1970. (Bilingual) Price \$5.00 (\$6.00 outside Canada). Cat. No. L41-9/1976-1.

Labour Organizations in Canada, 1974-75 (annual). A directory of labour organizations including principal officers, union publications, provincial distribution of locals, and statistics on union membership affiliation. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-2/1975.

Strikes and Lockouts in Canada, 1973 (annual). Contains a variety of statistics on strikes and lockouts, including number of incidents, workers involved and duration in man-days. Information is provided on all strikes and lockouts involving 100 or more workers. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1974 (annual). A series of reports containing data, as of October 1, on wage rates for a wide variety of occupations and on standard hours of work. Wage rate data are provided by industry, size of establishment and whether union or non-union. Separate reports are available for the major communities across Canada. (Bilingual). Various prices. Cat. No. L2-5/1974 (Community).

Working Conditions in Canadian Industry, 1974 (annual). Contains statistical data, effective October 1, on hours of work, paid holidays and vacations, and extent of unionization for office, non-office and other employees. Includes breakdowns by province and industry. Price \$2.50 (\$3.00 outside Canada). Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada; a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1976. A comparative summary of human rights legislation in all Canadian jurisdictions including major legislative developments of 1975. Available in either English or French. Price \$2.00 in Canada, \$2.40 in other countries. DSS catalogue no. L34-23/1976.

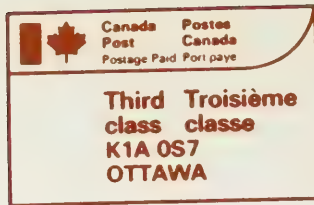
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library. Accident Prevention Division, 1974. Free.

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the labour gazette

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**Andy Stewart heads federal
government employees union**

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Labour
Canada

Travail
Canada

contents

Vol. 76, No. 10, October 1976

NEWS BRIEFS

- | | | |
|---|--|---|
| <p>514 PEOPLE</p> <ul style="list-style-type: none">• Panet-Raymond elected <p>514 UNIONS</p> <ul style="list-style-type: none">• Number of organized professionals grow in U.S.• Clothing-Textiles merger <p>515 THE ECONOMY</p> <ul style="list-style-type: none">• Government spending a mixed blessing | <p>515 HEALTH AND SAFETY</p> <ul style="list-style-type: none">• Ham commission report• Accident reporting in federal p.s. criticized• Reproductive process endangered <p>517 LABOUR LEGISLATION</p> <ul style="list-style-type: none">• Public servant wins case against federal government | <p>517 INCOME</p> <ul style="list-style-type: none">• Self-employed earn most <p>517 BOOKS</p> <ul style="list-style-type: none">• New annual on labour history now available <p>517 QUALITY OF WORK LIFE</p> <ul style="list-style-type: none">• Job satisfaction more important than salary |
|---|--|---|

FEATURES

- 518 PSAC's Andrew Stewart — a profile by Jack Williams
- 522 New federal initiatives to improve industrial relations
- 525 Canada Safety Council conference: Focus on industrial safety and health by Sharleen Bannon
- 531 Workers on the board — it's only a matter of time by Robert A. Bandeen
- 533 Co-determination by decree is not a panacea by Karl A. Elling
- 535 Negotiation for co-determination — the Swedish model by Olle Hammarstrom
- 538 On participation in Sweden
- 541 Employees on the board: the views of two Swedish businessmen
- 542 The adversary system is here to stay by Bill Cunningham
- 547 Labour legislation in Canada, 1975 — Part 6 — Apprenticeship and tradesmen's qualifications by Allan Nodwell

DEPARTMENTS

- 549 FORUM
- Some reactions to labour's October 14 "day of protest"
 - Articles on labour-media problems praised by unionist
- 552 BOOKS
- The Current Industrial Relations Scene in Canada, 1976 edited by W.D. Wood —reviewed by Pamela Wallin
- 553 FIFTY YEARS AGO
- The techno-psychology of industrial work
- 554 PRICES AND EMPLOYMENT
- 555 ADDITIONS TO THE LIBRARY
- 558 LABOUR STATISTICS

NEWS BRIEFS

PEOPLE

Panet-Raymond elected

Bernard Panet-Raymond, 59, of Montreal, was elected president of the Canadian Chamber of Commerce at its annual meeting in September.

Panet-Raymond is executive vice-president of Q.N.S. Paper Co. Ltd., Montreal, a vice-president of the Ontario Paper Co. Ltd., St. Catharines, Ont., and chairman of the board of Manicouagan Power Co. Ltd., and Québec-Téléphone.

"One of the major preoccupations during my term as president," said Panet-Raymond, in his address to the meeting, "will be the nature of the relations that exist between the various groups whose decisions,

Studio Jac-Guy



New Chamber of Commerce president, Panet-Raymond

actions or reactions have an impact on the social and economic health of our nation. Confrontation between some of these groups has been severe and sustained in recent months. This situation has to be corrected. A more meaningful exchange has to be established and maintained."

UNIONS

Number of organized professionals grows in U.S.

About 40 per cent of all salaried, non-management professionals in the U.S. are covered by collective bargaining, compared with only 25 per cent of the total labour force.

A report by the Conference Board, a non-profit research agency, indicates that the number of white-

collar union members grew from 2.2 million to 5.9 million in the 1960-1974 period.

Professional and technical workers accounted for 30 per cent of all white-collar employees, and professionals' share of the total labour force has grown to about one in every seven workers.

Clothing-Textiles merger

Two unions have merged to form the Amalgamated Clothing and Textile Workers Union, with 525,000

members, about 35,000 of them in Canada.

The merger went into effect on June 3 after it was approved by separate voting conventions in Washington, D.C. of the 350,000-member Amalgamated Clothing Workers of America and the 175,000 Textile Workers Union of America.

George C. Watson, former Canadian director and a vice-president of the Textile Workers became one of two co-directors of the new organization in Canada. The other is Harry Lautman, who was Canadian vice-president of Amalgamated.

They became vice-presidents on the board of the merged union along

Photo Features



Unionists demonstrate on Parliament Hill during the CLC "Day of Protest" against the government's anti-inflation program. The CLC estimates 1,054,744 workers across Canada stayed off the job, in protest.

with two other Canadians — Charles (Bud) Clark of St. Catharines, Ont. and Jean-Marc Couture of Cowansville, Que.

In Canada, Textile members have had their own Canadian conferences and elected their own officers since 1974, and the union's Canadian autonomy is expected to continue within the merged union.

THE ECONOMY

Government spending a mixed blessing

A study published by the C.D. Howe Research Institute says that although government spending on health, education and welfare has fed the inflationary spiral, it has also benefited society.

"Canadians have much better health, education, and welfare systems than they had previously," writes A.L. Auld, an economics professor at the University of Guelph, in the report entitled *Issues in Government Expenditure Growth*.

"And there has also been government expenditure on social and economic infrastructure that has contributed to productivity gains in the private sector," he adds. "It is in this context that the argument that poor productivity in the public sector has caused increased spending must be assessed."

Auld describes how governments feed inflation: First, through progressive taxes, they get an ever-increasing share of all wage and salary increases, but by taxing away the increases they motivate workers to bigger wage and salary demands.

Secondly, as governments get more and more of the gross national product in their coffers, there are increasing demands from the public for services, and these demands result in higher spending by governments.

The study points out that between 1948 and 1974, the share of the gross national product spent by governments rose from 22 per cent to 39 per cent, and preliminary data suggest it may have leaped to 42.7 in 1975. Hence, Auld finds a "growing resentment" by some Canadians toward higher government spending and the higher taxes needed to pay for it.

He points out that the federal government is not the only big spender: "The most obvious long-term trend has been the dramatic decline in the relative importance of federal exhaustive expenditures since 1952, a decline that has been offset by expansion at the provincial and local levels and by hospital-board spending."

Auld discusses also whether there is some limit beyond which government spending — as a percentage of gross national product — will not go, and concludes:

"From the evidence this study has considered, it would appear that there are as yet no visible or automatic checks on public expenditure growth. In fact, because ultimate control of the size of the public sector rests with elected representatives at the three levels of government and because, in trying to respond to society's wishes from less than perfect information, government representatives find it easier to spend rather than not to spend, the outlook for control of government sector growth does not look bright. It will occur only if politicians are willing to try to determine an appropriate role and to take responsibility for their actions

within the context of the total economic and social structure and if informed public opinion encourages them to do so."

The report was commissioned by the Canadian Economic Policy Committee, made up of about 80 leaders from business, organized labour and the professions. Eight of the 53 members who signed a statement that the report would be "a useful addition to the discussion of an important policy issue" added footnotes disagreeing with or criticizing parts of it.

HEALTH AND SAFETY

Ham commission report

Mining companies, the provincial government and the federal government are all criticized in the report of Ontario's royal commission on the health and safety of workers in the mines, released Aug. 23.

The two-year study by Professor James Ham, dean of graduate studies at the University of Toronto, found "unjustified complacency" about health and safety at the policy-making level in both industry and government.

Ham is particularly critical of the mining companies for refusing to notify employees about hazardous dust levels and other dangerous conditions.

The study found 81 deaths from lung cancer among men who had worked in the mining industry for one month or more and were exposed to radiation and dust during the 1955-1975 period. That is 36 per cent more than scientists

would expect in a normal population.

The study says the health and safety problems it discusses "are probably not peculiar to the mining industry."

Divided jurisdictions have made it unclear where the initiative necessary to deal with the problem is to be taken. And the worker as an individual and workers collectively in unions... have been denied effective participation in tackling these problems.

"The essential principles of openness and natural justice have not found adequate expression."

The report's 117 recommendations include a proposed new Act to establish regulations on mine safety and health hazards. It proposes firm standards for dust levels and radiation exposure, and joint labour-management health and safety committees.

It also says the Atomic Energy Control Board should conduct research into the effects of radioactive gas and establish definitive safety standards for uranium mines.

The report proposes that companies pay experienced employees to work part-time as "worker-auditor" health-and-safety inspectors, a category common in Britain and Sweden.

Other recommendations include a new, unified government agency to embrace all occupational health efforts, improved compensation for victims of radiation-induced lung cancer, hearing loss and other industrial disabilities; closing of mines that cannot meet tough health standards, and continuous monitoring in mines, smelters and other operations where workers are exposed to toxic substances.

Ham strongly criticized secrecy by both industry and government, noting that most of the statistical data and other findings in his report had been inaccessible to unions and to the public.

"Workers have a right in natural justice to know about the risks and consequences of the risks they undertake in their work," he said.

And he had this criticism of current federal and provincial activities: "The historical record of conditions in the uranium mines clearly reveals that the current arrangement of undelegated federal jurisdiction and the invoked provincial regulation is unsatisfactory.

"Workers in uranium mines should no longer suffer for want of the commitment of resources by all parties and the effective concentration of authority and talent."

Accident reporting in federal p.s. criticized

Strong criticism of the way accidents in the federal public service are investigated and reported appears in *Management Occupational Health and Safety*, a monthly bulletin published by Treasury Board.

There were 12 deaths and 22,218 work injuries in the public service in 1974-75, and 13,264 of the injuries were disabling. The periodical says that while reducing the injury rate is everyone's job, management has special responsibilities.

Management should "recognize and eliminate actual and potential hazards" in order to prevent accidents, and when they do happen, should "recognize that a new hazard exists."

The bulletin continues: "Through

proper accident investigation, supervisors can determine the causes and take appropriate corrective action. This is what accident investigation is all about.

"In general there is only one word to describe the quality of accident investigation and reporting in the public service — unsatisfactory. One frequently gets the impression that reports are simply considered an administrative chore, that they are not being related to accident prevention.

"When the circumstances surrounding an injury are reported in a skimpy fashion, when the cause of an accident is not carefully determined, no effective remedial action can be taken. There could be another accident — or a death."

Reproductive process endangered

A growing awareness that hazards in work may damage the reproductive process of women—and apparently to a lesser degree, men—has confronted government, business and labour with an array of new and difficult ethical, legal and constitutional questions, reports the New York Times news service.

The questions have been raised by studies indicating that chemicals and other hazards faced by women working in such places as hospitals, beauty parlours, and factories "may account for an increasing number of the tens of thousands of miscarriages and birth defects that occur each year in the United States."

Other studies indicate "that conditions found in some work places may cause genetic damage to men, which may also lead to spontaneous abortions, still-births,

deformed children and abnormalities in future generations."

Three of the many questions raised by the studies:

- If a substance is more dangerous to women than to men, would a federal regulation that prohibited a woman of child-bearing age from coming in contact with the substance violate the equal employment opportunities law?
- Why have government scientists and private researchers devoted virtually all of their studies on occupational health to the problems of males when 40 per cent of the nation's workers are women?
- When a substance or condition is found to be a special hazard to women, must the government take specific steps to reduce the dangers or has the government met its legal obligation by merely issuing a warning to women?

LABOUR LEGISLATION

Public servant wins case against federal government

The Federal Court of Canada has ruled invalid, a regulation that federal public servants must hold a position for at least a year before becoming eligible for further promotion.

The Public Service Alliance of Canada won a test case involving Robert Delanoy, an employee of the department of national defence in Calgary. Delanoy claimed he was the most qualified candidate under the merit system for a promotion

won by a person of lower merit because of the regulation.

The PSAC also has 25 other appeals against the regulation referred to the court and expects that they will be allowed and the competitions for the positions held over again.

INCOME

Self-employed earn most

As expected, self-employed doctors and surgeons had the highest average income — \$44,585 — reported in 1974 income tax returns.

Three other self-employed categories followed: lawyers and notaries, \$42,751; dentists, \$35,525; engineers and architects, \$34,109.

Teachers and professors were the highest-paid employees, with an average income of \$12,514, followed by members of the armed forces, with \$11,996. Government employees were the next highest categories, with federal employees leading at \$11,068, followed by provincial employees at \$10,672 and municipal at \$10,341.

Employees of business enterprises trailed all categories of government employees, at \$9,746, while employees of institutions had an average income of \$8,114.

By city, taxpayers in Sept-Îles, Que., had the highest average annual income, \$12,592, while Oakville taxpayers were next with \$12,212. By sex, male taxpayers reported average income of \$11,736, compared with \$6,734 for female taxpayers.

BOOKS

New annual on labour history now available

Labour / Le Travailleur, a new annual publication on labour history, has been launched under the sponsorship of the Committee on Canadian Labour History, with financial support from the federal labour department.


Articles in the first issue include "Working Class Studies in Canada," a review essay by Michael S. Cross, and "Le Québec et le Congrès de Berlin, 1902," by Jacques Rouillard.

Requests for charter subscriptions — \$6 for one year or \$11 for two years — may be sent to G. Kealey, *Labour / Le Travailleur*, History Department, Dalhousie University, Halifax, N.S.

QUALITY OF WORK LIFE

Job satisfaction more important than salary

Most respondents rated job satisfaction, responsibility, and recognition as more important than salary, in surveys of 160,000 employees by Personnel Sciences Centre of New York.

Bernard L. Rosenbaum, head of the centre, says the trend towards this scale of values began several years ago and has persisted through high unemployment and inflation. 

PSAC's Andrew Stewart — a profile

by Jack Williams

Andrew Stewart, recently-elected president of the Public Service Alliance of Canada, has taken on a challenging job, and he is keenly aware of it. The Alliance views with deep concern what it regards as the inevitability of new legislative proposals that it thinks will be restrictive. At the same time there is a determination on the part of Stewart and his colleagues to press for what they consider to be much-needed improvements in the employer-employee relationship.

These prospects make a strong and united organization essential, but Stewart has assumed office at a time when there are serious divisions within the Alliance. In an interview for *The Labour Gazette*, Stewart said he regards the strengthening of the organization through a bridging of these differences to be his first and most essential task.

Some understanding of the complexities of the Public Service Alliance is necessary to an understanding of just what confronts him. With a membership of 177,000 the Public Service Alliance of Canada is a national organization representing federal government employees. When Alliance people speak of "the employer" they are talking about the federal government, and usually the Treasury Board in particular. The Alliance is composed of 16 components, each representing employees of a specific department, with the exception of one which covers a variety of small groups including some Crown corporations.

The constitution makes each

Jack Williams, former public relations director for the Canadian Labour Congress, is a freelance writer and author of The Story of Unions in Canada.

component responsible for servicing its own membership and policing the collective agreement. But the components, as such, have no role in bargaining; that is done horizontally by classifications that cut directly across all the components.

There is a good deal of talk within the Alliance regarding the possibilities of changes in this structure. Stewart has been basically a supporter of the present structure, though he is quick to suggest that improvements may be possible, and he is a leading advocate of a plan to appoint a special committee to conduct a self-examination. He points out that the Alliance, from its birth, has differed in a number of respects from other unions and in engaging in federal public service bargaining it was breaking new ground. Stewart takes the position that after 10 years the time may be appropriate for some stocktaking, and while he has no preconceived ideas he sees the possibility of worthwhile changes:

"Perhaps we can combine some of

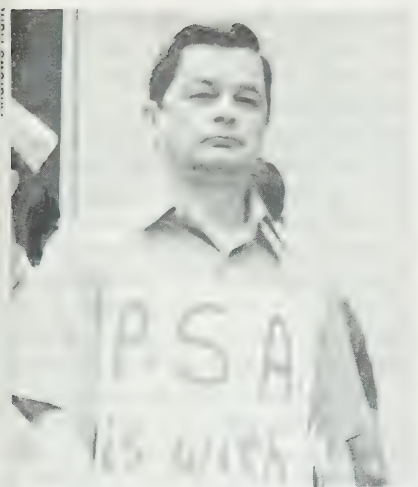
"At times we are walking on egg shells to keep these groups together..."

the components to make them more effective. They differ in size from 30,000 to about 4,000 members, and all are attempting to provide the same level of service. We are constantly faced with government changes in organization or otherwise, and this sometimes causes internal problems of jurisdiction with regard to our components. There are some weaknesses in our constitution and structure, but in the main it has worked. Just what would come out of a study I don't know, but I'm in favour of it."

No union represents such a wide spectrum of occupations. Salary ranges, which reflect these differences, go from \$6,500 to \$29,000, with some extraordinarily highly skilled professionals in the upper brackets. It is not surprising, therefore, that there is a variety of outlooks.

"At times we are walking on egg shells to keep these groups together," Stewart frankly admits. "I think it is factual to say that we have people at some of the senior administrative levels who weren't all that overjoyed when collective bargaining came into the public service. These people are saying that they didn't ask for bargaining, but now that we have it there is a certain type of posture they want us to adopt. And then we have people on the other side who are regarded as super-militants.

"The biggest job in this organization, particularly at the present time, is to try to mould a set of policies that can convince people to adopt a common policy



Andy Stewart, in 1970, while a third vice-president of the PSAC, joins the picket line in support of strikers at an Ottawa newspaper.

that all parts of the organization are prepared to support — and I mean support. We need both types. I think they can give us a balanced approach, but it takes a lot of mediating, going back and forth from one side to the other to arrive at a policy that we can all support. We have got to do more of this, because we have had some pretty serious splits in the past.”

Another internal problem, and one which the Alliance shares with most national organizations, is that created by language differences. Stewart elaborates:

“As an organization we publicly adopted an attitude on bilingualism going back even prior to the formation of the Alliance. We supported the bilingual public service envisaged by the late Prime Minister Pearson. It doesn’t follow, however, that we have agreed to all the ways and means the present government has decided to use in implementing the policy. We have reservations about their methods. We are feeling pretty heavy pressure today from our French-speaking membership and from people who are required to work in more than one language.”

At the PSAC’s Winnipeg convention earlier this year, there were rumblings from some French-speaking delegates concerning a possible breakaway and the formation of a strictly French-speaking organization of federal employees. This is one of the serious internal problems facing the PSAC executive board. The outcome may well be a key factor in determining the Alliance’s success in bettering the lot of federal government employees.

And Stewart leaves no doubt that in his mind there is plenty of room for improvement. He disagrees sharply with outside observers and commentators who suggest that public service salaries are reaching inordinately high levels.

“Wages in the public service still lag behind wages in comparable private sector jobs,” he maintains, quoting Pete Connel, former deputy secretary of the Treasury Board, to support this position. He argues that public sector settlements have lagged over a period of years.

“If one looks at the occupational categories — at the tradesmen, people in our heating power units, and firefighters — you will see there is a serious discrepancy between the public service and what is paid outside. The 1975 strike in general labour and trades was brought about by the refusal of the Treasury Board to recognize the rates being paid to outside tradesmen, particularly in the construction industry. We have people who are being paid somewhere around 70 per cent of the outside industry rates.”

Discussing differences between public and private sector bargaining, Stewart has these views:

One has to recognize that the major difference is that of ability to pay. In the private sector, if you are

dealing with a one-plant enterprise it is pretty common knowledge as to what the position of the company is in terms of profit and there is a point beyond which the company cannot go if it is to continue competitive in a certain market.

“But one also has to recognize that in the public sector there is a limit to which the taxpayers are prepared to support public sector bargaining.

“In the private sector one company may be more efficient than others and it may well be able to pay higher wages. Our people, in looking at what they should be paid in the public service, naturally pick that singular best agreement on the outside and say that is what our rates should be based on. This creates some problems in public sector bargaining.”

“When changes are introduced in the legislation, we are going to find them highly repressive...”

And then there is the matter of so-called “essential industry strikes,” and the restrictions placed on those in the public service. Stewart says:

One can argue that public service employees should have no less a right than employees in the private sector. But in the private sector — taking automobiles as an example — an industry can be shut down without the public being hurt; except perhaps the person who was planning to buy a new car. That is the only impact on the public. The difference, which was considered by the legislators when legislation covering public service bargaining was written in 1965-66, was the

impact that public service employees' strikes would have on the health and safety of the public.

"Undoubtedly the right to strike in the public service was given with the understanding that if there were to be a strike, certain services would be continued. When we accepted that in 1967 we didn't know what the impact would be. We saw the words and the legislation, but we didn't know how it would be translated into action.

"Since that time, the employer has attempted to use, and has used the broadest possible interpretation of those phrases in the legislation and it has caused many problems. The attitude of the Treasury Board as the employer in the public service is that in the face of a strike they want to operate as closely to normal as possible. The impact of the legislation, with the exception of the postal workers, has been pretty restrictive. They didn't choose to designate the postal service as being necessary for the safety and security of the public and there are no positions in the post office so designated.

"We are faced with a very different situation with regard to our firefighters, our correctional officers, our prison guards, our hospital workers, and so on. We think that when changes are introduced in the legislation, we are going to find them highly repressive, and one of the biggest jobs that this organization and other public service unions ever had is going to be to fight the kind of legislation that I am sure is coming.

"The legislation is restrictive in another sense too, if you want to compare it with outside jurisdictions. They can negotiate such things as classifications, which we are proscribed by law from negotiating. This is one of the root causes of unrest in the public

The Alliance has declared its intention of fighting vigorously to have the whole area of classification...made negotiable

service. At the present time the employer, although they consult with us, has the sole right to develop classification standards and to classify positions. If you want to grieve against your classification it only goes back to the same employer who made the decision initially. What the employer can do is negotiate an agreement with a bargaining unit one day and then downgrade everyone in the unit the next day. They can negate the whole thing, and there is some evidence that they may be trying just that."

Stewart says that in one instance there has been a move to downgrade 70 per cent of the employees in a particular classification. The Alliance has declared its intention of fighting vigorously to have the whole area of classification standards and the classification of positions made negotiable. They are also seeking the removal of restrictions on the negotiation of promotions and transfers, and to have seniority fully recognized.

The attitude of the Alliance membership toward bargaining methods has swung dramatically away from arbitration toward conciliation, accompanied by the right to strike. Under present legislation, the employees in a given unit may choose whether they want a dispute settled by binding arbitration, or whether they would prefer to go to conciliation and retain the right to strike if a

settlement cannot be reached. Stewart favours a choice of methods, but maintains that legislative restrictions on arbitration tribunals result in the employer failing to bargain in good faith. He elaborates: "In my opinion, arbitration tribunals have been ultra-conservative, and this is the major reason that you are seeing many of the units that previously chose arbitration moving to the conciliation procedure. There is a definite trend in that direction and it has become very marked in the past two years. Originally probably over 90 per cent of our units chose binding arbitration, and now well over half the membership is on the conciliation-strike route, it may be as high as 75 or 80 per cent."

"We have got to become more sophisticated...a lot of rhetoric...won't work"

With about 10 years of bargaining experience and a sharp eye on developments in the private sector, it is obvious that the Public Service Alliance of Canada has reached a critical stage. The new man at the helm is one of the new breed of labour leaders, and he gives the impression of being a realist.

Andrew Stewart was born in York County, New Brunswick, in 1933 and spent his boyhood in the Fredericton area. He went on to take a diploma course at the University of Guelph, graduating in 1951. He gained some practical experience in a co-operative dairy in Fredericton, and recalls with a chuckle that some years later, as an association official, he addressed an audience of agriculturalists in Saskatoon. One husky member of the audience, clearly no mere theoretician, interrupted to ask: "Stewart, what qualifications do

you have for the position you are filling? Did you ever work for a living?" Stewart recalled the cleaning of cream cans and other jobs around the dairy. Nonplussed his questioner commented: "If you had been any damned good you'd still be there."

But the impression one gets is that, even from those youthful days, Stewart knew he was going somewhere beyond the Fredericton co-op dairy. In 1956, at the age of 23, he became a member of the staff of the Canada Department of Agriculture research station at Fredericton. It was that move that put him in touch with employees' organizations. He soon became secretary and then president of the Fredericton local of the Civil Service Federation of Canada, one of the organizations that was later to become part of the Public Service Alliance.

Stewart was a delegate to the founding convention of the Canada Agriculture Employees' Association in 1960 and was chosen first vice-president. Before his term of office expired, the president resigned and Stewart moved up to the top spot. He was re-elected president of the association in 1963 and again in 1965. This naturally placed him in line for an important position when the Alliance came into being in 1966, and he was chosen president of the Agricultural Component of the Alliance. He was elected third vice-president of the PSAC in 1970 and returned to that office in 1973. He was elected the Alliance president at the PSAC convention in Winnipeg in June 1976, following a hard-fought in-union battle that has left some political scars.

Stewart, casually but smartly dressed, works in the very modern executive offices at the top of one of Ottawa's most attractive downtown office buildings, an 11-story oval structure that the Alliance owns.

"...the restrictions placed on federal employees with regard to partisan politics are totally unrealistic"

He is well aware of the changes taking place in organized labour, and comments:

"If union leaders are going to do a real job for their membership, they have to realize that this is 1976 and not the 1960s. We have got to become more sophisticated in our approach and our discussions; just using a lot of rhetoric isn't good enough, it won't work."

He sees considerable value in the Alliance being affiliated with the Canadian Labour Congress and says that relationships between the public service organization and other unions have improved greatly through this association.

Critics have sometimes raised the implications of party politics through such a relationship. Stewart's views are clear:

"I don't advocate the Public Service Alliance becoming politicized to the extent of supporting a political party. I think there is an inherent danger in our organization supporting one party, because whatever government is elected becomes the employer.

"Not only that, we are prohibited by law from contributing monies. We could have all our certifications challenged. I don't think that would be successful, but it could cause a lot of turmoil.

"But I do think that the restrictions placed on federal employees with regard to partisan politics are totally unrealistic. The Government of Canada, as the employer, should recognize that it is not dealing with

a group of imbeciles. With the exception of persons who are in very sensitive positions, like deputy ministers and others in senior policy positions, the restrictions on running for office, actively participating in local campaigns and contributing funds should be removed. This is a restriction on civil liberties as far as I'm concerned."

But this, he explains, does not prevent the Alliance from taking a firm public position on issues. The PSAC was one of the first to give not only moral but full financial support to the Canadian Labour Congress in its campaign against the government's anti-inflation program.

The new Alliance president foresees the possibility of greater co-ordination of efforts among public service employees at all levels of government. He is a strong supporter of a suggestion advanced by the CLC for a co-ordinating committee composed of representatives of the Public Service Alliance, the newly-formed National Union of Provincial Government Employees, and the Canadian Union of Public Employees, which represents a large number of municipal employees.

Stewart thinks that legislation and a public relations program to combat misconceptions about public employees are two specific areas in which co-ordination might be beneficial. He sees neither the possibility nor the need for organic unity. The combined membership of the three groups would approach half a million, a figure Stewart brushes aside with: "I don't agree that size means all that much."

Clearly there are interesting days ahead for the Public Service Alliance of Canada, and the personality of its new president will be a contributing factor. [g]

New federal initiatives to improve industrial relations

Federal labour Minister John Munro has announced a broad range of new initiatives designed to improve Canada's industrial relations system. "Much of the success of the program will depend on discussion with and co-operation of government, labour and the business community," the minister said, adding that labour's right to be involved in the decision-making process must be recognized by all parties.

A consensus regarding the proposals, Munro stated, would have to come from labour, management and in some cases, the provinces.

"First, we want to amend and improve the structure and process of labour-management relations. Second, we want to deal with substantive issues to improve the work environment. And third, to the greatest extent possible, we want to remove contentious issues from the bargaining table."

The first step in the program, he said, will be the constitution of a multi-partite forum for consultation. The forum would bring together representatives of government, labour, business, the farm community and other relevant parties. "We do not favour a body with the wide-sweeping powers advocated tentatively by the Canadian Labour Congress," he advised. "The body proposed by the Congress would purport to manage all or major parts of the economy and would require a significant delegation of power by Parliament, and this we are not prepared to do."

The multi-partite body would provide the needed background information to make decisions that would be in the interest of employers, employees and the public. Under the umbrella of this national body would be a tripartite consultative body dealing specifically with labour-management relations.

Munro also proposed the establishment of a collective bargaining information centre. Both labour and management, he said, have long recognized the need for a centre that would disseminate information on the state of the economy and on current bargaining issues. Such a data centre, he believes, would go a long way toward removing some of the worst adversarial aspects of the collective bargaining system.

"Although considerable quantities of economic data are now available from various government and private sources," he said, "much of this information is unsuitable for collective bargaining. In our discussions at the Canada Labour Relations Council it was agreed there should be a single agency that would pull together these data and make them relevant and available to both parties."

"...to the greatest extent possible, we want to remove contentious issues from the bargaining table"

Operating under the direction of a tripartite advisory board with representatives from labour, management and government, the centre would act as a clearing house. It would encourage existing agencies to make their output more relevant to the collective bargaining process. Information would include rates of pay, employee earnings, conditions of employment, and fringe benefits. The centre would provide information not only on the state of the economy but on the state of individual industries, including comparisons with other countries. The data would be available to the public.

The minister pointed out that although the national consultative council might not appear to have much relevance to the worker on the shop floor, it would influence important structural changes that could affect production workers. "We will work closely with Crown corporations to promote the introduction of worker participation at various levels," he said. Occupational health and safety, labour education and worker participation are three target areas of government concern.

Munro proposed the establishment of an occupational health and safety institute. "There is a need for testing potentially dangerous substances, conditions, and industrial processes." A national code is clearly needed, he said, as well as a technical advisory service to workers, trade unions, employers, agencies, government and the public.

The minister also revealed that the government plans to undertake a fact-finding investigation to analyze the need for paid educational leave that would improve job performance, develop new skills or prepare workers for new careers. The survey would assess the possible impact of educational leave on unemployment and the relationship of educational leave to a flexible working life. "Paid educational leave could make a significant contribution to improving the working environment," he said. "This proposal originated in a convention of the International Labour Organization and it has the full backing of the Canadian Labour Congress."

The government intends to seek approval of the House of Commons for programs that will provide support to individual workers and to labour and educational organizations. Munro said there was a need for programs that would assist labour leaders and potential labour leaders to acquire a more comprehensive knowledge of the structure, goals, policies and responsibilities of the labour movement within the social and economic context of Canada.

There were several proposals concerning innovations in the work environment. The government is proposing the establishment and promotion of joint safety and health committees in work areas under federal jurisdiction. The establishment of committees on a plant-by-plant basis would provide a means for labour and management to share the responsibility for health and safety, with employees taking part in decision-making related to safety and health matters.

The government proposes to extend to all employees in the federal jurisdiction the right to grieve against alleged unjust dismissal. The proposed procedure believed to be

Munro proposed the establishment of a collective bargaining information centre

"a first in Canada" would include the filing of a complaint, and conciliation by a Labour Canada officer, or arbitration if the case could not be brought to a satisfactory conclusion.

"We would like to protect unorganized workers in other areas, including standards on hours of work, paid annual leave and wage protection," Munro said. "We are prepared to give consideration to proposals on flexible hours of work and we would like to move ahead with new proposals for wage protection, sick leave, bereavement leave, reporting pay and layoff and recall procedures."

In order to update standards according to current needs and conditions, permission will be sought to improve standards through regulation, rather than submitting each proposal to the legislative process.

The government also plans to develop a standard voluntary code of good industrial relations practices. The code would provide employers and employees with a manual of good practices in all personnel-related issues, and help to reduce the divergence of views on labour-management issues. The code is expected to emerge from future tripartite consultations.

European experiments in industrial democracy and North American experiments in the humanization of work tend to demonstrate a common factor inherent in improved working conditions coupled with satisfactory produc-

tivity. The common element is worker participation. The government proposes to establish a quality-of-working-life centre that will encourage studies on the full range of participatory mechanisms, and promote their implementation in the private and public sectors, unionized or non-unionized, within federal and provincial jurisdictions.

Experimentation directed at improving the quality of working life has met some opposition in the past from both management and unions. Trade unions worry that such experimentation poses a threat to collective bargaining, and management feels that it threatens its right to organize and assign work. Despite these difficulties, the minister anticipates a willingness on the part of both labour and management to join in a tripartite study of this area.

"We do not favour a body with the wide-sweeping powers advocated by the Canadian Labour Congress"

"While I would not want to anticipate the direction that labour, management and provinces would want to take, I think it is conceivable that we would want to start with the collection and distribution of data on experiments conducted in Canada and elsewhere for the improvement of the quality of working life," Munro said.

"We would include the monitoring of experiments in the field, lectures, seminars and workshops on methods and problems, and we would establish technical and consulting services on the quality of working life." The provinces have

already indicated a willingness to co-operate in this area.

Other issues proving to be a source of friction in the workplace are the questions of pension and retirement. An interdepartmental task force is currently studying comparisons between private and public plans to determine the adequacy of coverage and benefits.

The government intends to zero in on the collective bargaining process, taking the initiative toward broader-based bargaining. The airline industry is a case in point. "A move in the direction of coalition bargaining would help avoid the kind of sequential shutdowns we have experienced in the past in this important public service," Munro asserted.

In the transition period from wage and price controls to the post-controls period, the government anticipates an increased demand for coalition and mediation officers. "It is a matter of urgency, therefore, that we now launch a program to recruit and train additional officers and improve the quality of their services." It is anticipated that this could be a national training program with full participation by the provinces.

The grievance arbitration system in recent years has been criticized as

being too lengthy, costly, and legalistic. Improving the process of arbitration and the supply of arbitrators is another urgent proposal.

Munro indicated there would be important amendments to Part V of the Canada Labour Code aimed at improving the collective bargaining process. Since the time of the "Woods report," a number of changes in the collective bargaining system were made. But there have been continuing pressures for

Occupational health and safety, labour education, and worker participation are three target areas of government concern


change in legislation to improve the existing system, remove contentious issues and create a better balance between employer and employee.

"The collective bargaining system is a good system, but it needs to keep up with changing needs and conditions," Munro stated. Avoidable delays and prohibitive costs place an impressive burden

on both trade unions and employers. Tensions linger long after the formal settlement is reached. For these reasons Parliament will be asked to consider amendments to the Code in order to improve the balance of responsibility among government, labour and management.

"We also want to establish a fair balance between trade unions and their members, and provide for the prompt and equitable resolution of complaints that individuals may have against unions for not carrying out their responsibilities."

Many of the proposals are intended to diminish the adversary element in collective bargaining, the minister said, adding that it would be unrealistic to expect all sources of irritation to disappear. The adversary element, he maintains, is an essential part of bargaining. "What we want to continue doing, and do even better than in the past, is to provide for third party assistance in the resolution of labour-management disputes."

In conjunction with all these proposals, the Department of Labour is preparing to expand its advisory role to labour and management, both within and beyond the federal jurisdiction. 

Canada Safety Council conference

Focus on industrial safety and health

by Sharleen Bannon

Demands for more co-operation and co-ordination among federal and provincial governments, management, unions, and health professionals in the field of occupational safety and health highlighted this year's Canada Safety Council annual meeting, held October 4-6 in Ottawa.

A picture of proliferating chemical hazards, overlapping jurisdictions, inadequate exposure limits, lack of government regulation, and generally poor quality on-the-job

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health care for workers was painted by panelists representing government, union, medical and management viewpoints.

Discussion of the magnitude of the problem of protecting workers, and methods of reducing the number facing death, disease, and disability through exposure to such

common elements in the workplace as radiation, lead, chemicals, asbestos, and noise, dominated the conference.

Support for the right of workers to refuse to work in an unsafe job environment and to accompany inspectors who monitor their workplace for toxic and dangerous substances emerged from medical, government, and union officials alike. The need for data banks on the medical history of workers was also stressed.

Chemical hazards

Toxic substance legislation was called for by Jeanne Stellman, clinical associate professor at the University of Pennsylvania, keynote speaker on the subject of chemical hazards, which opened the conference.

Stellman pointed out that although there are more than 15,000 chemicals currently in industrial use and their numbers are increasing every year, the few provincial regulations tend to be relatively weak and unenforced.

She was first among many conference speakers to denounce the philosophy that an industrial substance is "innocent until proven guilty," and the first among several to debate the merit of adopting "threshold limit values" (TLVs).

"Since factory inspectors and company self-monitoring are sparse, setting TLVs as the only criteria for process control, virtually does nothing to protect worker health."

Stellman quoted unionists who describe threshold limit values as "the amount of poison that workers are allowed to be exposed to each day," and cost benefit analysis, "as the method by which workers pay the health cost of chemical exposures to guarantee the continued financial success of industry."

She called for the introduction of "process control," the elimination of processes that release fumes and vapours, and the strict regulation of cancer-causing chemicals (carcinogens).

Stellman pointed out that before vinyl chloride was found to be cancer-causing, it was allowed to remain a residue in some plastic products in concentrations as high as several thousand parts per million. Today, she said, this residue is controlled so that there now are less than 10 parts per million.

"Before the dangers of vinyl chloride were known, the exposure limit for workers was 200 parts per million in the air. Now that limit is almost zero, or will be within two years." She suggests that if process control can work in polyvinyl chloride industries, it can work elsewhere.

Physical and biological hazards

Dr. Ernest Mastromatteo, director of occupational health at INCO Ltd., the keynote speaker on the physical and biological hazards panel, outlined some of the common work-related effects on the health of workers.

Eye and respiratory afflictions, hearing loss, pressure sickness, nervous disorders, and cancer are often work-induced, he said, and pointed out that there has been a dramatic increase in the number of noise-induced hearing loss claims in Ontario — second in volume to contact dermatitis.

Although Mastromatteo agreed with Jeanne Stellman that the threshold limit values approved in the U.S. by the American Conference of Governmental Industrial Hygienists (ACGIH), were originally not designed for use as legal compliance standards, he predicted there will be an increasing trend to adopt them as legal standards in Canada.

He suggested that Canada adopt the Swedish system of standard setting. In Sweden, he said, dangerous substances are classified into three categories: those not allowed for industrial use without specific approval, those that can be used only under specific conditions, and those that are allowed when regulated by threshold limit values.

On the subject of industrial chemicals, Mastromatteo agreed with Stellman that after the vinyl chloride experience, the presumption about such substances should be changed from "safe until proven harmful" to "potentially harmful until proven safe."

Despite his professed concern about the hazards facing workers,

Mastromatteo maintained that "no one can give an absolute guarantee of safety regarding any chemical or agent encountered in the work environment. If, however, society in general has need of the products or services produced by industrial activity, some level of risk will have to be accepted. There should be a mechanism to decide which risks are acceptable in terms of the good of society, and this decision should result from adequate input from workers, employers, governments, and society in general."

He also advised that workers should be told the results of environmental monitoring in the workplace if it shows adverse levels of such substances as lead, mercury, arsenic, fluorides, and ionizing radiation.

In the field of occupational health research, Mastromatteo called for the better co-ordination of data garnered from social security and health insurance files, worker's compensation and employment records. "The right to confidential medical data should be assured for bona fide health research purposes."

Because most small employers are unable to provide occupational health services within plants, he suggested that as in Sweden, occupational health services be subsidized up to 50 per cent by the health insurance scheme.

Other panelists amplified on the dangers faced by workers exposed to asbestos, lead, radiation, and noise. Lorne Heard, from the education and welfare department of the United Steelworkers of America, speaking about the hazards of asbestos in the workplace, deplored that it took until last year for Ontario to establish a

standard for exposure to asbestos. He pointed out that asbestos has been a known health hazard for more than 100 years and that Britain has had standards since 1931.

Heard said there is urgent need for general environmental exposure limits "because asbestos knows no limits." It escapes into the air and becomes a community problem because it is so widely used in the automobile industry, for insulation, and is sprayed on steel girders. He was among several speakers who said that one of the most serious problems facing the industrial worker is the cumulative effect of multiple exposure to toxic substances as he goes from job to job.

Dr. Franklin Mirer, an industrial hygiene consultant with the United Automobile Workers in Detroit, charged that almost every battery plant in the U.S. violates the permitted lead exposure levels. Unfortunately for workers exposed to lead, he said, blood tests to determine the level of lead in the blood stream reveal only how much has recently entered the body, not how much is accumulated in the bones, liver, kidneys, and other organs, nor how much damage it has done.

Nevertheless, employees should be told what their blood level is and how much lead there is in the air where they work. Currently, in Ontario, government inspectors supply the results of blood tests to employers. Mirer also advocated the reduction of the current Canadian exposure limit to lead from 150 micrograms per cubic metre of air to 40 micrograms, because biological damage has been shown to start at that level.

In order to help contain the detrimental effects of lead on workers,

employers should be obliged to provide a lead-free lunch room and a lead-free place to store clothes, he said, because lead dust can affect a worker's family when brought home in lead-impregnated clothing.

Mirer was among those at the conference who questioned whether the "risk" factor to workers is justified. He supported Jeanne Stellman's stance that the work environment should be cleaned up rather than employees being forced to use protective clothing and equipment.

Ken Valentine, a safety and health representative of the United Steelworkers of America said that uranium miners in the nuclear fuel cycle are exposed to radiation levels three times as high as other miners. He charged that authorities "are too much concerned to prove what is safe" rather than with protecting workers from *potentially* dangerous substances. "We're too

reactive to the situation in Elliot Lake, to mercury and lead poisoning. We must take *preventative* measures, especially as the uranium market is currently on the upswing.

"Our order of priorities is screwed up. We spend millions of dollars to incarcerate prisoners in safe, humane prisons, but offer little protection to those earning an honest living as miners. Let's make sure the cost of preventing exposure to radiation is built into the cost of our uranium exports, because there is no cure."

He also added his support to demands that individual employees be given the right to monitor the workplace. "This should no longer be the preserve of management. The individual must have the right to refuse to work in an unsafe place without fear of reprisal."

Stanley Forshaw, a professional engineer from the Defence and Civil

Institute of Environmental Medicine, speaking on the subject of noise as an occupational hazard said acceptable levels "are always political decisions based on the best available data." He said the likelihood that noise could be controlled at its source is slight because at least half the machines in use today produce levels of noise that can endanger workers' hearing.

The hearing of high risk individuals should be checked once or twice a year and if hearing loss is indicated the individuals should be removed from that work environment, he advised. He added that protective devices provide only half of workers with adequate protection against hearing loss. He suggested that audiometric testing should be done by the provincial Workmen's Compensation Boards or a federal agency, and these records should follow a worker throughout his working life so that progressive hearing loss due to occupational causes can be arrested.

Legislative controls

Howard Currie, director of the federal Labour Department's Occupational Safety and Health Program, described government intervention in the field of occupational health as "ad hoc", "fragmentary" and "often directed toward treatment rather than prevention."

He blamed this, in part, on the maze of overlapping and criss-crossing jurisdictions and the multiplicity of departments and agencies involved. For example, he pointed out that 10 federal authorities including the departments of Labour, Transport, Environment, Consumer and Corporate Affairs, Indian and Northern Affairs, National Health and Welfare, the

Canadian Transport Commission and the Atomic Energy Control Board administer 11 nation-wide aspects of occupational health and safety. An additional 43 provincial and territorial bodies administer another 90 sets of regulations.

Currie bemoaned that to date, there has been little success in consolidating and co-ordinating the requirements of the several jurisdictions in order to achieve national standards. This, despite recent attempts by the Canadian Association of Administrators of Labour Legislation to have provincial and federal jurisdictions adopt a uniform set of noise control regulations.

For a variety of reasons, few provinces have approved the proposed schedule of maximum exposure levels, hearing protectors, sound level surveys, audiometric tests, record keeping and warning sign posting.

He condemned their attitude, saying "let's not delay indefinitely in pursuit of an illusory ideal that may never be attained."

Although there has been some progress toward consolidating jurisdictions, Currie pointed out that the demands are so complex and the resources so limited that resources as well as jurisdictions should co-ordinate their efforts for more effective results.

While admitting that the government has responsibilities toward worker health and safety, Currie was adamant that the ultimate responsibility for a safe workplace rests with workers and industry and not with government. "Who better than workers and management can control conditions in the workplace?"

He called on industry to carry out its responsibilities to its workers and said that government can assist through standard setting, research, education, surveys, studies, and enforcement procedures.

Other panelists discussed the weaknesses of regulations governing radiation, and improvements in mining legislation, while spokesmen from Saskatchewan, Ontario, and Quebec, outlined their provinces' approaches to occupational health and safety.

Dr. E.G. Letourneau, deputy director of the Radiation Protection Bureau of the Department of National Health and Welfare, said Canadian workers exposed to non-ionizing radiation are particularly vulnerable and victims of inadequate protection. He said relatively few of these workers are protected by federal regulations.

Letourneau agreed with Currie that it's difficult to achieve a national standard because of the near-impossibility of co-ordinating federal and provincial jurisdictions regulating aspects of the industry. He pointed out that exposure levels from province to province vary and that the majority of X-ray workers aren't covered by any standard.

Problems in dealing with occupational health and safety in this area include the fact that the effects of exposure to non-ionizing radiation can span more than one generation and that it is extremely difficult to medically measure its gradual

effects, he said. Highly complex population studies and cytogenetic tests may be the only way its long term effects can be determined.

Letourneau added his support to the idea of establishing information banks and a central registry of information on each worker so that the cumulative effects of exposure can be registered throughout his lifetime.

In the area of legislation regulating health and safety in mines, George J. Greer, chief mining engineer with the Department of Natural Resources in New Brunswick, says governments are responding to union demands for more regulations governing asbestos, noise and radiation and the right of workers to inspect working conditions and monitor the work environment.

He gave a brief national roundup of developments aimed at improving the state of occupational health and safety in Canadian mines. He said Newfoundland now has a director of occupational health and is recruiting industrial hygienists to administer the program. In New Brunswick, that province's mining act has been revised to recognize a worker's right to refuse to work in unsafe conditions and the right of workers to accompany inspectors on their rounds. It is also likely to adopt TLVs.

The Nova Scotia government has drafted legislation to regulate dust and noise in mines and is likely to adopt the American Conference of Government Industrial Hygienists' TLVs. Manitoba is hiring environmental engineers to administer its programs while Alberta is drawing up standards for lunch rooms, health services, medical examinations, noise, dust, and TLVs. Workers in Alberta will soon have the right to refuse to work if they feel their health and safety are

threatened. The province's new Occupational Health and Safety Act prohibits employers from taking any disciplinary action against workers complying with the Act. British Columbia has established an environmental sector in its department of mines.

Greer recommends a complete analysis of job hazards at each work site and a joint management-union health and safety committee to develop a list of standards and guidelines to improve conditions in the mine. His statement that "health and safety matters should not be a subject for collective bargaining, they should be a right," was applauded by the audience of about 250.

On the general topic of the state of occupational safety and health legislation in the provinces, Dr. Vernon Tidey, director of the Occupational Health Protection Branch of the Ontario Ministry of Health, says Ontario agencies in this field have made some progress toward consolidating their jurisdictions, in line with recommendations of the recent Ham Royal Commission on mine safety in Ontario.

The Ontario ministries of health, labour and natural resources have signed an accord to work together. Tidey also predicted that Ontario soon will have a revised occupational safety and health act consolidated under the Ministry of Labour as well as the adoption of the ACGIH TLV guidelines. This has been done in the aftermath of the conference.

Dr. Gilles Theriault, of the faculty of medicine at Laval University in Quebec City said that it is unfortunate that the Quebec government has decided to revise its industrial health and safety codes only after spectacular deaths in the workplace. He also regrets that management tends to wait until it is forced

to adopt new standards to protect workers, usually brought on by tension in labour-management relations, an upcoming election, and union militancy. Now that Quebec is on the verge of a new code, he said the next big step in ensuring a safer workplace in Quebec will be enforcing the new standards.

Robert Sass, associate deputy minister for the Saskatchewan Department of Labour, said all government programs regarding occupational safety and health

should be consolidated in provincial departments of labour as Saskatchewan has done.

He also described the Saskatchewan system of joint worker-management health committees that received so much support and interest during the conference from government officials, medical experts, and unionists, alike. Saskatchewan legislation guarantees that employees may work with the health committees without fear

of reprisal, and workers are guaranteed they will not lose their jobs if they refuse to work under unsafe conditions.

Sass noted also that the Saskatchewan system of workers doing some of the monitoring for dust and noise is cheaper than having the government hire industrial hygienists to do it. In addition, he pointed out that workers and management are most familiar with the potential hazards and conditions in their own workplace.

Medical controls

On the subject of medical controls, Dr. John Markham, assistant dean of the College of Medicine at the University of Saskatchewan, told delegates that workers should be treated *at work* for work-related problems because the family doctor is often unable to relate the symptoms to the job. Markham, who spent 15 years as a health advisor to industry, stressed that a useful description of a person's job should be included in medical records because it is often the only way to determine a cause-effect relationship between health problems and the workplace.

He recommended the universal adoption of the Saskatchewan-style joint worker-management health committees even if they don't have full-time access to health professionals. Markham also stressed the necessity for a worker-oriented health program and said that industrial health professionals often have little credibility with workers and need to live down their image as "management pawns."

Susan Arnold, a registered nurse and director of the health centre at Port Weller Dry Docks in St.

Catharines, Ont., agreed with Markham that the health professional's first responsibility is to the worker rather than to management. She said that a health professional in the workplace is vital in helping interpret the relationship between an illness and the job, and also to compare sickness and safety trends in one place of employment to the national average. Referrals, on-the-job rehabilitation, and pre-employment and regular physical checkups can be facilitated by RNs, she pointed out. Her advice to management on the subject of employee health care: "Let's stop arguing and work together."

Dr. Jacques Laflamme, director of the Industrial Medical Clinic in Quebec City stressed that work must be adapted to the physical and psychological needs of the worker. In addition, workers should do jobs best suited to their physical capabilities. Some workers subjected to a certain degree of vibration will become ill, while others don't, and some get contact dermatitis, others don't. Pre-employment screening and regular checkups should be part of every job, he said.

On the subject of chest diseases, Dr. C.C. Gray, executive vice-president of the Ontario Lung Association, said many occupational diseases can be avoided or minimized through industrial protective measures, control of the environment, monitoring, and medical surveillance. He showed slides of miners' cancerous lungs after prolonged exposure to silica dust in the Elliot Lake uranium mines. One man showed signs of lung cancer after four years' exposure to silica while another had lung cancer only after 17 years' exposure. "Early

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"Your safety policy covers falling off the scaffold all right, but not hitting the ground."

detection may have saved these men," he said. The best way of detecting lung cancer's earliest manifestations is through sputum samples, but for this to be of any use, the miner must be taught to expectorate from the lungs and the sample tested almost immediately.

He stressed the necessity to identify a high reactor group to various industrial substances and screen them out of some jobs. Nevertheless, it is inevitable that workers in some industries will have to be prepared to take some risks, he said. In order to cut down on some of the risk, Gray suggested that a company refuse to hire a miner who has ever been a cigarette smoker now that it has been proven that the combination of cigarette smoke with such substances as silica and asbestos greatly increases susceptibility to cancer. His suggestion that cigarette-smoking miners

should receive less than 100 per cent compensation for becoming a cancer victim was rejected by the audience, however.

Dr. A.B. Miller, director of the epidemiology unit of the National Cancer Institute of Canada said "all we can do is survey workers under certain conditions. The difficulty with cancer is its complexity and the difficulty in determining cause-effect relationships in time to prevent serious illness." An additional problem in detecting cancer is most workers' reluctance to undergo thorough medical examinations and complex tests. Although Miller supports the idea of cross-referenced medical records, he predicted that some workers would object to government and health officials having access to them, charging violation of civil rights.

Dr. J.P. Gracie, medical director of Union Carbide Ltd. in Toronto, who represented the Canadian Medical Association at the conference, said that the number of doctors in the field of occupational health and safety belie the stereotype that "all MDs are sitting around on their fat wallets."

Gracie suggested that the elements in a successful occupational health and safety program include environmental analysis, rehabilitation, epidemiology, and retired employees programs. He called also for a thorough environmental impact analysis on workers, air, soil, and the community at large before introducing a process or substance into the workplace. He pointed out that an "enlightened management" may be the most important ingredient of any program in the workplace because "it ultimately funds the program."

Focus on the future

The conference concluded with a challenge to the Canada Safety Council to "cease to be merely a national debating society" and become the major national focus for government, management, and union efforts to improve occupational health and safety. Frank Chafe, spokesman for the two-million-member Canadian Labour Congress, said the council should become the central vehicle for labour, management, government, and the medical profession to work together to implement programs to ensure a safer, healthier, workplace.

Dr. Herbert Buchwald, assistant deputy minister in the Alberta Department of Labour supported Chafe's views and said that the

Canada Safety Council — because of its membership — is the most logical forum for this role because it is the only existing national body with this potential. He called also on the federal government to take a strong role in the leadership, development of national standards, co-ordination, provision of expertise, and collection of nation-wide statistics on occupational injury and disease.

Art Bray, manager of the occupational health section of the council in an interview after the conference, said he would like the council to attain the stature and wield the influence in this field it's membership would like.

He said, however, that more finan-

cial support is needed before the council can meet this mandate and provide all the services it would like to. More participation from unions and industry is being sought, he added. All the suggestions for making the Canada Safety Council a stronger forum for the concerns of all involved in occupational health and safety that emerged from the conference will be taken up for further action, he promised.

In the aftermath of the conference, federal labour minister John Munro announced that a tripartite occupational health and safety institute will be established. Munro suggested also that workers be guaranteed input to the health and safety aspects of their workplace. (See p.522). [g]

Workers on the board — it's only a matter of time

by Robert A. Bandeen

The challenge to personnel development is to ensure that human resources are developed to allow full scope for the talents and abilities of individuals — together with adequate financial rewards — while still achieving the objectives of the corporation. This challenge does not seem so idealistic as it sounds when you realize that some of today's practices not only frustrate the individual. They also frustrate in many cases the efficient operation of the organization. In planning personnel policies over the next few decades the most important element to take into account is the changes going on in our society. Any industry that seeks to operate on the basis of standards and values of the past is going to end up as a museum piece — something with which contemporary people cannot identify.

We are dealing today with people who have been moulded and influenced by factors vastly different from those of previous generations. Whether we, as individuals, like the changes or not is immaterial. We have to accept the fact that it is from these people that we must recruit and develop the men and women to run our trains, staff our offices, manage our factories and, in the long run, occupy presidential chairs. We have to understand the values and interests of these new generations, and adapt our organizations, our management structures and our management philosophies to integrate them effectively in achieving our objectives. No modern railroad, for example, would consider having

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its administration conducted with quill pens by candlelight. Yet, in style of management, we still see in our industry many concepts retained from that era.

The first managers recruited by the railway industry came from the farm or the small family-owned mill or store. The management style they developed was basically paternalistic and rigid, with little opportunity for initiative by the "children" or lower levels. This worked well in an environment that was basically family-oriented and stable, where the average employee was limited in education and experience, and people were happy to accept the hierarchical form of society where everyone had their place in the scheme of things, and were prepared to accept it. Today, we have a very different social environment, and our styles of management have to be as different as the quill pen is from the computer. To begin with, we are dealing with workers who have been exposed to a great deal more education and a broader range of experience — both through formal schooling and through television and other powerful information media. These people cannot be expected to accept that the boss, like father, always knows best. They may even feel that they are better qualified than the boss. No longer is the explanation "Well, that's the way

we've always done it" enough. In fact, that is usually the best way to guarantee a demand for a change.

Workers today also seek more creative and more satisfying jobs. They will also demand more involvement in the formulation of corporate policy making. They will not be satisfied with the execution of policies in which they have had no input. We have already seen this develop in West Germany, one of our most successful free enterprise societies, with the admission of union representatives to the boards of corporations. I feel that it is only a matter of time before the same sort of thing begins developing on this continent.

I know the concept is likely to be rejected by the more traditionally-minded in both management and labour. On one side there are those who are jealous of management's right to manage, and on the other those who feel that a union's only role is to demand more without having any responsibility for worrying about where more is to come from. But when we look at the tremendous waste and human suffering caused by our present adversary approach in labour-management relations, surely we can't argue that the system is so good it should not be changed. Perhaps it might be better if both sides got together to work out how a bigger pie might be made. Today we sometimes become so involved in fighting over how the pie is to be sliced that no pie is made at all for either management or labour to share.

Another change taking place in our management style relates to the role of the manager or senior executive. In the paternalistic environment referred to above, the manager played the part of a father figure or proprietor. At almost every level the top man was expected to become involved in every decision, major and minor, and his word was to be accepted without question. But most organizations and corporations are becoming so large that the individual at the top of a hierarchical structure can never hope to be completely expert on and involved in all the decisions to be made.

These people cannot be expected to accept that the boss always knows best


The challenge, therefore, is to tap the full potential of all these better educated and informed people who are coming into our organizations by giving them greater freedom to exercise their initiative. We have seen this element of individual decision-making in such developments as Flexi-time (LG, Oct. '73), and it can be expanded into other areas. But the principle that has to be maintained is that involvement in a decision means greater responsibility for its outcome. In a hierarchical organization, the manager who passes a tough decision up the line for resolution can always shrug his shoulders if it doesn't work out.

"They" were wrong. He has no personal commitment to the decision made. But in a properly-organized system the slogan "The buck stops here" does not belong only on the president's desk. It should be found on the desk and workbench of everyone who seeks and has decision-making responsibility. Looked at in this light it can be seen that the demand by new generations for a more creative and responsible role is a positive factor. It is a negative factor only if it is viewed in the light of rigidly-drawn and narrowly-conceived organization structures developed for conditions in the past.

The manager adjusting to the new environment has to separate in his mind the objectives of the corporation from the methods used in the past to achieve them. Then he is ready to adopt new methods without allowing his concern for newness to obscure the objectives he is expected to achieve. Perhaps as we approach the challenge of achieving corporate objectives in the light of our new social values the word "manager" will be dropped altogether from the personnel vocabulary. It might be replaced by such words as "animator", "co-ordinator" or "direction-giver" to illustrate more clearly the task of a person responsible for stimulating and harnessing all the human resources at his or her disposal.

Internal communications is another area where improvement is needed. Employee information needs are not met merely by publishing more magazines or buying more audio-

...the slogan "The buck stops here" does not belong only on the president's desk

visual equipment. The willingness to communicate frankly with employees has to be an integral and well-accepted part of management philosophy. Today's generation is used to the instant flow of complete information provided by modern media and full disclosure policies. They find it odd that often the only subject on which they are unable to get complete and timely information from an authentic source is their job. Development policies, job evaluation procedures, pay and salary policies — even pensions and benefits — these subjects are either taboo or hidden in a screen of technical jargon that not even the experts seem to understand fully. Company policies and decisions that are likely to have a dramatic impact on job security and future opportunities are likewise given the "Top Secret" treatment. In many cases the flow of information downward is impeded by people who wish to keep certain facts to themselves because of the sense of power it gives. "If you knew *that*, you would know as much as me and that would never do" is the unspoken response to some requests for information. Is that any way to treat a group that may one day be represented on your board of directors? 

Co-determination by decree is not a panacea

by Karl A. Elling

A perusal of the *Provisions in major collective agreements covering employees in certain transportation, communications, trade, utilities and service industries in Canada, 1975*, published by Labour Canada, fails to identify clauses relating directly to co-determination, that is, to workers' participation in the decision-making process. This is not surprising, because Canadian labour agreements are usually closely patterned after the U.S. example.

Yet, in the past few years Canadians have attempted to draw a clearer demarcation between the U.S. and Canadian economic systems. Perhaps more important, there seems to be an effort to accentuate social differences. Canadian life and society will not necessarily continue to develop according to the U.S. model. Consequently, the general question of co-determination may be raised much earlier by Canadian than by U.S. workers, and both management and organized labour should stand ready with appropriate responses.

There already are a number of indirect approaches as embodied in existing Canadian labour agreements that allow for a structuring of these responses. In the surveyed industries cited earlier, for example, about 30 per cent of the agreements provide for clauses relating to advance notice or consultation with the employees or union prior to the introduction of new methods of production. Usually these clauses do not afford

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the worker or union the opportunity to actively participate in the decision. The workers are merely informed.

Another indirect approach is the wage or employment guarantee in the case of technological change. About 16 per cent of the agreements include such a provision. Again, the worker is not involved in the decision-making phase. But aside from a consultation that may or may not offer input as far as the worker's job or career is concerned, a certain degree of economic security is generated by wage or employment guarantees.

The third indirect approach is the labour-management committee. Pertinent clauses exist in only 13 per cent of the agreements. This committee addresses itself primarily to the effect of technological change. But seen from a broader perspective, a major function of

this committee could be to bridge the traditional gulf that has characterized North-American labour relations, a gulf that causes immediate emotional reactions when the principle of co-determination is discussed.

Worker participation exists in certain industries in a number of other countries, West Germany being of special interest, but its economic and social results have not yet been fully appraised, because of insufficient experience. There are, however, two fundamental problems that can be considered. One is the fact that co-determination so far, has been decreed by government, thereby blocking individual involvement and hence commitment. Indeed, because in this case an elected worker representative joins the union and management in the decision-making process, the conceptual gulf that now exists between the individual worker and management may also be extended to the relationship between the worker and his or her union. Of course, there is evidence that such a development has in some cases already taken place, even without co-determination, but the latter may accentuate the process.

...co-determination is not so much a sharing of authority but rather a common shouldering of the burden of responsibility and accountability.

It appears that in order to realize the economic and social potential of co-determination, grass-roots efforts involving individuals at administrative and operative work levels are required. Without the focus on the individual, there simply cannot be constructive involvement and commitment.

The second problem is caused by an unclear perception of the authority-responsibility interface in the decision-making process. Both sides seem to perceive co-determination, at least initially, as an authority issue. Management believes that it "loses" and labour feels that it "gains" authority. Hence management tries to minimize this perceived loss, and the union is tempted to flex its new muscles.

Good illustrations can be provided by the Peruvian experience of a few years ago. When labour and management were beginning to co-determine the distribution of profits, it turned out that in some cases profits disappeared virtually overnight. There was nothing left to co-determine. In some of the cases where profits were available for distribution, the union voted for distribution to the workers, ignoring the investment needs and hence long-term health of the firms.


Both management and union should see co-determination in the light of the authority-responsibility issue that underlies every decision. Obviously the decision-maker has the authority to make the decision. At the same time he incurs a

responsibility and accountability for it. In the ideal sense, co-determination is not so much a sharing of authority but rather a common shouldering of the burden for responsibility and accountability.

Without the focus on the individual, there simply cannot be constructive involvement and commitment.

In what conceptual framework can this ideal sense materialize? Foremost seems to be the development of an individually-experienced mutual respect between labour and management that should eliminate the gulf that separates the two. Management, by superior educational background, should recognize the value of worker input to the organizational decision-making process. This value arises out of the fact that workers possess a tremendous reservoir of experience due to their immediate contact with operations.

The workers and their representatives on the other hand, must learn a similar respect for managerial work. This they already have for a fellow worker even in a different craft. For example, there may be some good-natured razzing when a carpenter and plumber discuss their respective work. But both have an inherent respect for the work of the other. This does not necessarily hold true for a production worker's view of the work of a manager. The former sees the latter often with a mixture of fear, envy and distrust whose manifestations may range from obsequious obedience to ridicule to sabotage.

Given a pervasive mutual respect for work performed at all levels, the need for grass-roots efforts in the planning and introductory phases of co-determination is apparent. Decrees are rarely effective in a society that is characterized by high levels of education, income and social or geographic mobility. Yet, it seems that co-determination must play an important role in such a social setting if any form of organizational decision-making is to follow an optimal path. But it must grow from the bottom up through collective bargaining effort and example involving the individual. 

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Negotiation for co-determination — the Swedish model

by Olle Hammarstrom

Sweden is poised on the threshold of a reform that the prime minister of the late Social Democratic government has described as the greatest democratic reform since the introduction of universal suffrage. It has produced consternation on the part of employers and satisfaction on the part of the trade unions.

Under the Democracy at Work Act — covering the entire labour force — no longer will the employer alone be entitled to decide what is to be produced and how work is to be organized.

The new legislation, effective January 1, 1977, is intended to provide the foundation for collective agreement on joint influence and on decision-making in various matters. It affirms the right of the trade unions to negotiate collective agreements concerning influence in matters of company management and work supervision, and entitles them to resort to appropriate action including a work stoppage, if the employer refuses to conclude an agreement of this kind with them.

It will be the duty of an employer to negotiate with the local trade union organization with which it has a collective agreement before taking any decision or action in matters concerning company management and work supervision. If the parties are unable to agree, the local trade union organization can call for central negotiations.

Olle Hammarstrom is First Secretary in the Swedish Ministry of Labour in Stockholm

The trade union negotiating collective agreements with an employer will have priority of interpretation of the terms of an agreement in disputes concerning a member's duties and work, and in disputes concerning the interpretation of collective agreements on matters concerning joint influence. The trade union will also have priority of interpretation in a pay dispute if the employer neglects to refer the matter to a negotiating body or to bring proceedings within a brief time limit.

Priority of interpretation implies that a union can become liable to damages if it has misinterpreted the agreement and if its representatives were aware of the misinterpretation or clearly should have been aware of it.

The unions will also get far-reaching rights to information. It will be the duty of the employer to inform the local trade union with which it has a collective agreement of such matters as production, finance and personnel policy. It will also be its duty to furnish supplementary information needed by the trade union.

The Act does not specify what questions workers will have a say in

determining or what degree of influence they will exert. These matters will have to be determined gradually, by collective agreement.

If an agreement on worker influence is to be of any significance, it must be supported and utilized by a substantial number of those concerned.

A great deal of information and educational activity, as well as research and development, will be required in order to make it work, and extensive efforts in the fields of information, education, and research have been proposed by the government in connection with the Democracy at Work Act.

From what is known of planning among the unions, they are working toward a central agreement that will provide a general base guaranteeing a minimum influence. This central agreement will have to be supplemented by local agreements setting out the details. The setting up of joint decision-making groups will be an optional right. The union idea is that such groups should be set up only if the local union wants it. If the unions prefer to exercise their influence in other forms, the management side will not be in a position to demand the setting up of such joint decision-making groups.

Aside from personnel policies — for example, hiring, training and

deployment of workers — the unions' prime interest is to reach agreements on influence over decisions concerning the organization of work.

The new legislation is no guarantee of extensive worker influence; its practical outcome will depend to a very great extent on the collective agreements that are actually concluded.

Its main emphasis is on the right to bargain collectively, the right to information and priority of interpretation demanded by the unions. The latter have not been prepared, however, to incorporate in the new legislation any special rules concerning joint decision-making bodies or any other provisions tying down joint influence to particular forms.

The unions will get far-reaching rights to information

One of the effects of the experimentation that has been going on in Sweden since the end of the 1960s has been to underline the general fear of uniform arrangements. An arrangement that has worked in one firm may not be workable in another, owing to local differences and differences between industries. In so far as the unions eventually arrive at general solutions to certain problems, their intention is to try to incorporate them in national agreements.

The question of industrial democracy was first raised by the first Social Democratic government in 1920, but that government fell from power before any practical measures could be taken. After the Second World War, the question of workers' influence was raised once

more, in Sweden as in many other countries.

Discussions in Sweden led to an agreement on joint councils entitling trade unions to a certain measure of information regarding the running of firms, and to consultations with management before decisions were taken. Between 1945 and 1965, the main focus of trade union interest was on questions concerning pay and security, but the question of workers' influence came to the fore again in the mid-1960s. In 1966, a revision of the Agreement on Joint Councils stepped up the duty of employers to inform and consult their employees before decisions were taken. Since then, events have moved fast. Experimental schemes were launched involving a greater degree of workers' influence. At the beginning of the 1970s the two biggest union organizations, LO and TCO, declared that consultative influence was not enough.

Unions demanded the right to full information about the running of the firm, the right to exert influence at all levels, and a decisive voice concerning various matters of particular importance to their members. The demands of the unions were wholeheartedly supported by the Social Democratic party and also met with a favourable response from large sectors of the opposition.

Existing legislation has given the trade unions considerable opportunities to acquire a great deal of insight and influence.

Under agreements recently concluded in the private sector, employers have promised local union organizations full information about the economic affairs of their firms. These agreements, which apply to companies with 50 or more employees, indicate three

The setting up of joint decision-making groups will most likely be an optional right

alternative ways to acquire this information.

One of them is for the two sides to form an economic committee in which the economic affairs of the company are discussed in detail. Another alternative is for the trade unions to appoint an "economic adviser," a person within the firm who is familiar with economic questions and whose services are placed at the union's disposal. The third possibility is for a person from outside the firm to be given a similar appointment. The economic adviser has the same right to information about the firm's affairs as an auditor, and it is his task to assist the union representative on the joint council and company board.

The new Democracy at Work Act will broaden the scope of collective bargaining. It is not to be viewed in isolation, but as part of a package of legislation and agreements in the field of industrial relations. Two consistent features of this legislation deserve attention. Firstly, Sweden has relied consistently on the trade union organizations. This means that workers have at their disposal the organizational machinery to co-ordinate their efforts toward greater influence at both central and local levels. This solution has been a perfectly natural consequence of the close co-operation between the governing party and the LO (the central organization of workers' unions), and it is made easier by the high percentage of union members in the Swedish labour market — about 90 per cent

of manual workers and 75 per cent of white-collar workers.

Secondly, all this legislation is of an outline character, defining the general rules and assuring workers certain fundamental rights. Within this framework, employers' associations and workers' unions are left free to decide questions of detail in separate agreements, so that due provision can be made for the varying circumstances of different industries and different sized firms.

A reduction in the number of strikes is expected after the new Act comes into force, particularly wildcat strikes, which often arise out of abuses connected with the direction and planning of work. Under the new legislation, these matters will be subject to negotiation, and many potential causes of illegal conflicts will be eliminated.

The new legislation is no guarantee of extensive worker influence

Some critics have expressed the view that the new legislation will lead to a bureaucratization of enterprise and will impede fast decision-making. They fear that the proposed rules concerning the employer's primary duty of negotiation and the general negotiating rights of the trade unions will lead to endless negotiations on both large and small issues, thereby paralyzing the firm.

Another criticism is that the trade unions will force their way to a host of agreements concerning joint decision-making groups at different levels to determine company policy. This decision-making, it is said, will be a very slow process and will be preceded by endless discussions. Employers have given several specific examples of what might happen, ranging from the butcher's shop where the sausages go bad while the shop owner and his assistant are negotiating, to the big multinational corporation whose sales negotiations in Rio are interrupted by the Swedish managing director suddenly remembering that he must phone the chairman of his works council back in Sweden to ask permission to clinch the deal.


Such apprehensions are greatly exaggerated. Unions have nothing to gain by putting unnecessary difficulties in the way of management or by making firms less efficient. It is through the firm that they make their living. The point is that employees want more consideration to be given to the human side of activities; the running of a firm can no longer be viewed as a purely economic concern.

Employers who prefer to retain the old authoritarian decision-making structure and keep the workers' unions as far outside the business of management as possible, and who continue to regard management as the exclusive concern of a few people at the top, can expect to run into problems.

Significant rises in productivity have been reported from several firms that have developed more

advanced forms of industrial democracy. Certain firms that have experimented with joint decision-making groups have noted a certain protraction of the time needed for decision-making, but they conclude that this time has been more or less recovered during the implementation phase. Because decisions are firmly rooted and those involved are familiar with the ground rules on which they are based, decisions are far more willingly accepted and actively supported.

Existing legislation has given the trade unions considerable opportunities to acquire a great deal of insight and influence

The new legislation is extensive and its realization will of course take a long time; it provides the trade unions with scope for the long-term accumulation of influence within a statutory framework. My personal belief is that it will take anything up to 10 years to acquire a degree of influence in working life corresponding to that envisaged by the new legislation. This process can be compared to buying a new suit of clothes to grow into. 

The foregoing was condensed from an address to the second international conference on Trends in Industrial and Labour Relations, held May 24-28, in Montreal.

On participation in Sweden

"Industrial democracy" is Sweden's newest export, claims Paul Dickson, Washington-based writer whose latest book is *The Future of the Workplace*. Per Ahlström, an editor of *Metallarbetaren*, the monthly magazine of the Metal Workers Union, the largest union in Sweden, says progress thus far has been exaggerated.

Paul Dickson:

For some time now, Sweden has enjoyed a singular reputation as a social laboratory which much of the rest of the world has looked to for new ideas. The process is repeating itself once again, and this time a major development within Sweden looks like it will have a major influence elsewhere, particularly in the United States.

This newest export idea is the concept of "industrial democracy" which is an umbrella term referring to greater worker control, increased worker rights, more productive and satisfying working methods and a general improvement in the quality of the working environment and the job itself.

"There is no question that both labour and management in America are being influenced by what is going on in Sweden," says Frank Wallick, an official of the United Automobile Workers Union, who has personally had a chance to see some of the more advanced Swedish experiments. "I doubt very much that developments will move along the same path in the U.S. as they have in Sweden in all areas, but I think there are two areas where the influence will be quite direct. One of these is greater worker parti-

cipation in decisions relating to health and safety and the other is a much greater willingness on the part of both labour and management to experiment together with new ideas. For example, I think that the most important thing coming out of all the experiments and new ideas at Saab and Volvo won't be a specific method or concept but a way of thinking that encourages continuing experimentation."

Other American experts acknowledge the growing Swedish influence. Dr. Harold Sheppard, a fellow at the American Institute for Research and a leading authority on the subject of worker alienation, agrees with Wallick, adding, "I also think that the Swedes have made some great improvements on the physical side of the working environment and that this is going to have an influence in other countries. I mention this because this often gets overlooked when people discuss the new Swedish working environment; yet it is a major part of the story."

Others are not convinced that the Swedish influence will be as great as Wallick and Sheppard predict, but nonetheless concede that there is now and there should be a different influence.

Terence G. Jackson, an official of

"There is no question that both labour and management in America are being influenced by what is going on in Sweden"

the U.S. government's influential National Commission on Productivity and Work Quality, says, "I personally think that work reform in this country will take very different philosophical and political directions; however, what is going on in Sweden will continue to be watched closely and with great interest and before it's all over a lot of specific ideas will be borrowed from there."

The trend is underscored by more than the considered opinions of experts. News media attention to the subject in the U.S. has been so keen at times that it would appear that little other than workplace reform is going on in Sweden.

Meanwhile, certain patterns first established in Sweden are being repeated in the U.S. Experiments are now under way sponsored by the National Commission on Productivity and Work Quality which involve corporations, trade unions, government (both local and national) and advisors from the academic community. The goal of these experiments is to demonstrate ways to improve job satisfaction, increase worker participation and improve productivity. And while there are probably as many dissimilarities as similarities between the effort and Sweden's set of industrial democracy experiments, the point that must be kept in mind is that the idea of national experiments comes directly from Sweden and Norway. As one member of the Commission staff puts it, "The idea of demonstrating new concepts through national experiments is clearly Scandinavian."

Interestingly, an American program similar to the Swedish effort had

been suggested earlier in an important government study of the problem of worker alienation called *Work in America*. This group is not the only one to adopt the model either — on a smaller scale, for example, the State of Ohio is conducting an experiment-oriented Quality of Work Project.

An example of the kind of experiment now beginning in the United States is a joint venture by the United Automobile Workers and the Harmon Industries in a plant that produces automotive accessories in Bolivar, Tennessee. Called "The Bolivar Project," the key element of the effort will be the direct and continuing involvement of the workers in re-designing their own jobs, the workplace itself and the rules and procedures observed — much like the goals of the more advanced Swedish efforts. While this project might have gotten started without the Swedish model to work from, those involved say that the groundwork laid in Sweden has made projects like this one easier to start.

Incidentally, both those in Sweden and the United States are quick to point out that it is wrong to make it sound like "industrial democracy" is something exclusively Swedish. Norway actually began a national effort before Sweden while forces in nations as diverse as Yugoslavia and Israel have brought about their own versions of democratic workplace innovation. However, it is fair to say that Sweden has become the most important centre for testing the idea. Or as researcher Sheppard puts it, "What we're really talking about is an international movement toward greater worker control which is being led by Sweden."

Per Ahlström:

"Personal time allowance is 24 minutes per day. In addition to

"The idea of demonstrating new concepts through national experiments is clearly Scandinavian"

coffee breaks this time shall also suffice for trips to the lavatory and the like.

"The employee shall tidy up his workplace after working hours. His chair shall be pushed up to the table so that the backrest leans against the table edge."

These are some of the rules that employees at LM Ericsson in Ostersund have to follow.

Employers still consider employees to be irresponsible children who must be disciplined with a strong hand. The rules at the LM Ericsson factory in Ostersund are more representative of Swedish working life

than are the experiments that are constantly being displayed to foreign visitors.

Unions also look with a certain skepticism on employers' experiments with industrial democracy and new working methods. True, the local union is almost always involved and does take part in planning the changes. But the results still appear more often than not to be of greater advantage to the employer than to the employee.

But positive things do indeed happen. The working environment has been radically improved in many industries during recent years. Noise has been muffled, air has become cleaner and lighting has been improved.

What has really happened in Sweden is that employers have realized that it is economically profitable to have a good working environment, and that production often moves more smoothly if the

The 1973 Act concerning employee representation on company boards applies to firms with 100 or more employees and entitles trade unions representing at least half the employees in a firm to elect two board members. Results to date have for the most part been encouraging. The trade unions feel that board representation has been valuable, especially on account of the greater insight it has given them into the management of company affairs. The apprehensions expressed by employers concerning the experimental reform have for the most part been refuted by events. The system has been accepted by a majority of employers, and some have expressed their approval. The late Social Democratic government

proposed in the Riksdag that the Board Representation Act should be established on a permanent footing. At the same time it was proposed that the limit to the applicability of the Act should be lowered to 25 employees and that certain rules should be introduced to strengthen the position of the workers' representatives on company boards. The proposed rules include the right to call a board meeting, the right to information prior to meetings and the right to interpretation service if a foreign language is used.

*From a speech by
Olle Hammarstrom,
First Secretary,
Ministry of Labour, Sweden.*

workers, who have first-hand knowledge of the way things are done on the shop floor, are allowed to participate and give advice and tips about improvements.

Companies in Sweden function in a different climate from that of companies in most other capitalist countries. The Swedish Social Democratic Government has strongly backed full employment. As a result, there is often a shortage of labour during boom periods. In addition, the Social Democratic labour union movement has carried on a wage-policy program which strives to level out the differences in income among workers. For that reason, companies have a hard time "buying" workers by paying higher wages than their competitors. Instead, they use the working environment as a selling point in their fight for manpower.

Companies with a poor working environment and monotonous work have trouble retaining their employees. Turnover and absenteeism are high. That costs a lot of money.

Volvo was probably the first company to realize this. By backing improved environment and consultation with the workers Volvo tried to reduce personnel turnover and absenteeism. And it worked out well. An inside investigation that Volvo made is said to have indicated that investments in good working conditions produce a 20 per cent return.

The workers profit, of course, from improved environment. They have fewer sick days. They can work more efficiently and earn more

...production often moves more smoothly if the workers...are allowed to participate and give advice...

money. And greater well-being on the job produces greater well-being at home.

But Volvo has not invested in better working conditions out of pure benevolence.

Interruptions always occur on the continuous assembly line, since the speed of the belt is geared to the operation that requires the most time. No such pauses arise in group work. All working time is utilized.

The pace is driven up by the groups that precede you and by those that follow. No team enjoys seeing how engines pile up in front of its operation while the next group stands and waits for something to do.

There are many ways to control a worker's working speed. The moving assembly line is just one of them. The most frequently used method is the wage system. With piecework, no moving assembly line is required. The worker is still forced and enticed to work hard in order to earn as much as possible.


In more and more industries, unions are demanding fixed salaries. But the employers' answer is almost always no. The Swedish employer's desire to experiment does not go that far.

The experiments undertaken thus far by Swedish companies have not altered the relationship between employee and employer in any decisive way. And the result has not disadvantaged the employer. Quite the contrary. Better quality, lower rates of absenteeism and of personnel turnover have more than compensated any possible reduction in working pace.

It is quite possible therefore that these experiments are going to influence the development in other countries.

Companies use the working environment as a selling point in their fight for manpower

Still, in spite of everything, there is a certain basis for the talk about a rejuvenation of Swedish working life. New legislation and intensified union activity are going to lay the groundwork for economic democracy. Workers will achieve real power — and not merely be asked for advice. This is a process that has only begun.

It is possible that Sweden may come to lead an international movement for greater control by the workers. But the importance of the experiments made thus far has been greatly exaggerated. 

Reprinted from Sweden Now.

Employees on the board: the views of two Swedish businessmen

Legislation allowing employees to name two representatives to their corporate board of directors has been in effect in Sweden for three years. What has been the experience so far, from a management view? Rolf Deinoff, managing director of the Swedish Match Co., and Ake Ståhlbrandt, chairman of the board of the Trelleborg-Tretorn Group, give their views.

Deinoff:

Employee representation on a company board has positive as well as negative aspects, and at the risk of being too general, I would offer the following opinions.

First, the positive points:
The employees' representatives often have long experience of the company which would naturally be of benefit to the board. The decisions and opinions of the employees can be effectively transmitted to the board through their representatives, thus minimizing the risk of misunderstandings and consequently making it easier to solve problems internally.

We are optimistic that a greater sense of loyalty to the company can be created among employees if they have a say in the way the company is run. In addition, the comprehensive information which the representatives pass on to the employees will also, it is hoped, stimulate interest and make for a better understanding of the company's functions.

The foregoing does not, however, mean that there are no potential snags to the scheme. For example,

it is foreseeable that there may be occasions when they would naturally take a one-sided view of a situation. One also wishes at times that the representatives were skilled in areas other than those in which they have been trained.

It is vital to the running of a company that the members of the board have the company's best interests at heart at all times, taking into consideration all the aspects of a situation and not just a few specific ones. In order that the company shall be able to increase earnings, expand and maintain employment, it is important that the employees' participation in decision-making be coupled with ability and a preparedness to take responsibility for the decisions, however unpopular they may be.

• • •

Ståhlbrandt:


Within the present framework of the Trelleborg-Tretorn Group and its subsidiaries, there is employee representation on six of these companies' boards of directors. To date, my experience of this scheme has been mostly positive. I would put this down to the fact that we have been fortunate in having good representatives of the employees, something which I would regard as being basic to the functioning of the system.

I also see that it must be in the interests of the representatives to have practical experience of sitting on a board of directors and to get acquainted with the work of the

board. It is also important for them to see that the board is a decision-making body and not a round-table discussion group, and for them to be in on policy-making and to share in the responsibility for reaching the goals.

Within the Group, we have had a well established system of consultation and co-operation with the employees for a long time. One advantage of the new system is that a clearer impression of the company's position and problems can be formed by meeting face-to-face in the board-room.

I cannot personally point to any important disadvantages of the system. However, I can envisage a situation, where the employees' representative is caught between two loyalties. As a board member one must keep the best interests of the company at heart at all times. An employees' representative could find himself "between two chairs." Furthermore, it might not be possible to announce policy decisions right away, if these decisions were going to adversely affect the workforce. This might put the representatives in a tough spot.

What must be avoided at all costs, is that the board of directors becomes a new debating forum, because if a company is to be effectively and efficiently managed, it must have an energetic board of directors who share a common view of the company's objectives and are prepared to take the responsibility of their decisions. 

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The adversary system is here to stay

by Bill Cunningham

Ed Finn said in his reply to his critics (LG, April, 1975) that it would be the last he would write about his proposed "Labour Peace Commission" (LG, Nov., 1974) for some time. I do hope he will reconsider. No doubt Finn was overly optimistic when he said that it was "an idea whose time has come" but he did provoke a surprising range of replies; enough to indicate that the time has come to flesh out the details of his proposal for further debate.

One should not expect a new idea to influence immediately the world of events. Like any infant, an idea requires a maturation period during which its life is sustained, its strength increased, its circle of friends enlarged. To achieve maturity and influence, it needs the nourishment of debate.

Finn was probably right in stating that there was an immediate gut reaction to a proposal such as his. Mine was favourable to it. But I cannot accept the anti-rational assumption behind the suggestion that visceral reactions are not ordinarily susceptible to change. He should take heart from the words of J.M. Keynes. "If the ideas are correct," he says, "it would be a mistake...to dispute their potency over a period of time." (*The General Theory of Employment, Interest and Money*.)

Finn's idea merits more than a gut reaction. He put forward a proposal that deserves a rational examination for the discovery of possible flaws. If an examination does not reveal major flaws, and the expected benefits remain likely, his

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proposal will gain potency over time. This article then, is to provide some of the further nourishment that comes from debate.

Let me first present an abbreviated, but not I trust inaccurate, version of Finn's argument. The collective bargaining system assumes that unions and employers are adversaries who must settle their differences through a trial by combat if otherwise unable to reach agreement. "Trial by combat...is no longer appropriate or tolerable as a dispute-resolving mechanism in today's complex, interdependent society — and especially not in the public sector..." Most Canadian governments now "do nothing other than react in an ad hoc way to each crisis as it occurs" and this is clearly unsatisfactory. Strike bans and compulsory arbitration "are incompatible with the adversary system" but "governments can't ignore the threat to public health and safety" that the withdrawal of essential services creates. Work stoppages could "be made unnecessary by replacing the adversary system with a demonstrably fair and rational determination of wage and benefit levels for all groups of workers," but this is impossible to do in the private sector with the present enterprise system.

Most of the present troubles, Finn says, originate in the public sector. It was a mistake to apply to this

sector a collective bargaining system based on the idea of an adversary relationship. "The adversary system is completely inappropriate as a method of conducting labour relations between governments and public service unions..." That is his diagnosis. The remedy he prescribes is a Labour Peace Commission.

Before looking at the composition and functioning of the Labour Peace Commission (LPC) the relationship between his diagnosis and remedy requires some comments. The logic of the diagnosis suggests that an appropriate remedy should do two things: Eliminate the adversary system in the public sector because, as he says, "the adversary system is completely inappropriate as a method of conducting labour relations between governments and public service unions;" and reduce work stoppages in essential occupations, because responsible governments cannot ignore threats to public health and safety. It appears to me that Finn's proposed remedy does not achieve the first effect.

He makes much use of the terms "adversary concept" and "adversary system" without spelling out fully what they mean. He states that: "The underlying assumption [of the adversary concept] has been that the best way to resolve differences between unions and employers is through a trial by combat." Later he states that: "We took a collective bargaining system that was based on the adversary concept...and we misapplied it to the public sector."

And: "We thus encouraged governments and their employees to regard one another as adversaries. We forced public service unions to bargain — that is, fight — for adequate employment standards." This leaves unanswered the following question. Is it possible to have in the public service a collective bargaining system that is not also an adversary system? It is not clear to me whether Finn thinks collective bargaining should not exist in the public sector; or whether he thinks it should exist but without the parties being adversaries. Is the adversary system another name for collective bargaining, or can there be a collective bargaining system without there being an adversary relationship?

I suggest the proposed LPC would not eliminate the adversary system. Finn has not proposed to abolish collective bargaining in the public sector or to prohibit recourse to "a trial by combat." In short his remedy does not fit his diagnosis. If his diagnosis is wrong the remedy may nevertheless be valuable.

In his diagnosis, he puts too much emphasis on the adversary system as the culprit. There will always be differences, and therefore conflicts, in the economic interests of individuals and of groups of people, no matter what type of surgery is performed on the economic system. The economic pie has a finite size that must be reconciled with the distressing but understandable inclination of most people to prefer more rather than less. Given these facts of life, there will always be some kind of adversary relationship that is grounded in economic reality. The problem for society is to construct a framework of laws, procedures, and policies that will permit and induce its members to behave in such a way that they resolve their conflicts without destroying the cohesion

required for continued social existence. Within a good framework there will be a continual resolution of conflict with a minimum disruption to the achievement of shared goals.

I think we should give up the idea that the adversary system might be eliminated, even in "a fully planned and controlled economy" that retained democratic values and institutions. There is no discoverable "demonstrably fair and rational" system for the "determination of wage and benefit levels for all groups of workers." No tinkering with, or major surgery on, the economic system can provide an escape from the unavoidable question of who will get how much and its awkward corollary that more to some means less to others.

...emphasis on "replacing the adversary system" in public employment is a red herring...

All production requires organized disciplined activity by individuals. This has always been true, but never more so than with the modern methods of large scale production units. In some productive activities, free-lance writing for example, individuals can organize their own efforts and impose a self-discipline; but it is a Garden of Eden dream to expect a 20th century society to meet its economic needs by relying wholly on the self-organized and self-disciplined efforts of its individual members. I do not think Finn will disagree with my conclusion that society necessarily must have some people whose productive activities consist of organizing and directing the productive activities of others. It is a feature of all social organizations,

labour unions as much as corporations and governments. It is an unavoidable feature. Out of it arise further conflicts of interest.

Human psychology, finite incomes, and organizational imperatives guarantee the continuance of social conflict. Rather than condemning collective bargaining in the public sector for being an adversary system, we should applaud it for its realism. It is not based upon some Utopian vision of man and society but reflects the underlying reality of inevitable conflict.

Finn's emphasis on "replacing the adversary system" in public employment is a red herring that deflects attention from his important proposal. He seems to think of his proposed LPC as an alternative to the adversary system but in fact the LPC would be an appendage, introduced in the expectation that the commission would substantially reduce the undesirable effects of the adversary system. He does not propose to abolish collective bargaining; he does not propose to ban strikes; he does not propose to change the institutionalized forms upon which the conflicting groups rely to advance their interests. Is it only my obtuseness that prevents me from seeing in what way his proposed commission would replace the adversary system? I do not think so. In some form or other an adversary system will remain. Fortunately his proposal can be examined and evaluated for what it is: a new idea to make the adversary system produce better results.

What about the composition and functions of the proposed LPC? Finn envisages a prestigious commission composed of a small number of skilled, experienced, respected persons holding long-term appointments, free from any suspicion of partiality or political influence, with a support staff of

competent specialists. His suggestion was: a chairman and "one each from the unions, the employers, and the government." In this he accepts the Canadian tradition of such bodies explicitly having members who are, in some sense, representative of the interests of the parties. With this I have no quarrel, but has he not implicitly assumed that such a body would be unanimous in its recommendations when any were required? A three-to-one split might not be too serious, but what happens if there is a two-two split? Would it not be better, perhaps, to have a five-member body, the fifth being a vice-chairman with personal qualifications similar to that of the chairman? To preserve the moral force of the commission's recommendations, it might also be desirable to require that they be supported by at least four of the members.

Finn's LPC would have two functions. Its principal job would be "to furnish reliable, up-to-date facts and figures to the negotiators of both sides, to assist them in reaching voluntary settlements." (LG, April, 1975, p.229). If an impasse occurs the LPC would have another function. It would provide the parties (and presumably the public) with its previously prepared set of recommended terms for a fair settlement. The value of the LPC would depend upon the usefulness of these two functions in reducing work stoppages in essential activities.

How useful would the LPC's primary function be? It seems to me that the answer depends upon three things: 1. the extent to which the parties do not now have good facts and figures during negotiations; 2. the extent to which the availability of better statistics would increase the number of voluntary agreements; and 3. the extent to which the LPC could make better data available.

...it is easy to exaggerate the importance of facts in resolving disputes...

Is there any evidence that the parties do not have good data during negotiations? As a minor member of "the existing motley crew of ad hoc Solomons on whom we now rely," I have not found that the parties are hampered in negotiations by a paucity of data. On the contrary I have a strong impression that the volume of facts varies directly with the importance of the dispute. In briefs to conciliation boards and arbitration tribunals at the federal level of the public service, the parties use data from the Pay Research Bureau and often supplement it with an impressive quantity of relevant and reasonably up-to-date statistics from other reliable sources. Do not the comprehensive briefs by the railroads and railroad unions contain gobs of good figures? From my experience (albeit limited) I conclude that in important disputes the parties usually possess plenty of good data.

There is no question that it is valuable for negotiators to have up-to-date, reliable, and relevant facts. But it is easy to exaggerate the importance of facts in resolving disputes, and it is easy to minimize the difficulties of collecting, updating, consolidating and presenting data. Finn's proposal appears to do both.

How often do strikes occur in essential industries because the parties disagree about the facts? Seldom, if ever, is this the case. On the contrary the disputes focus on matters for which facts provide no answer.

Consider a recurring argument in federal public service negotiations. Negotiators for Treasury Board and the unions may agree that the data they have received from the Pay Research Bureau is the most relevant that can be obtained. They may agree that pay should remain comparable to the rates prevailing for similar occupations in the private sector. The parties have up-to-date, reliable, and relevant facts on which they agree. Reaching agreement on new rates of pay and other terms should be easy.

It is not so. Treasury Board negotiators may argue that comparability means that average salaries for the group should equal the average in the private sector. Union negotiators may argue that the job rates (the maximum rate for a classification within an incremental pay scale) should equal the third-quartile rates in the private sector. Consider the matter of paid vacations. The PRB data may show that 60 per cent of the establishments surveyed do not provide four weeks vacation until after 15 years of service. The same survey may also reveal that 55 per cent of all employees in these establishments receive four weeks vacation before 15 years of service. No quantity of statistics, however accurate and up-to-date, can provide solutions to disagreements about what constitutes comparability. Indeed, the statistics may provide some basis of factual support that encourages one of the parties to argue more strongly on a matter than it might otherwise have done. In his book, *White-Collar Trade Unions*, this is what Professor A. Sturmthal found to be the result in the United Kingdom:

In former days, the two sides came to the table with a few statistics from official publications, a few scraps of information produced by their own researches, and a general

impression of the economic, social, and political climate. They listened to each other's views [the official side politely, the staff side with signs of impatience and incredulity], gauged each other's temper, and then struck a bargain.

Now, because of the part played by the salary and wage information collected by the impartial Pay Research Unit:

...they have to argue about what workers in what organizations should be investigated, wait while exhaustive investigations are made, then process and digest an enormous volume of data which greatly widens the area of possible disagreement! There has recently been an attempt to limit these general reassessments to once in five years, with something much more like the old bargaining system in between.

Consider the matter of nation-wide pay rates and differential regional rates. Does it not seem inequitable, or at least illogical, for some federal employees (e.g. postal workers) to have the same rates across the nation while the pay of other federal employees (e.g. nurses and non-professional hospital staff) depends upon the region in which they work? Facts provide no help in resolving the disputes inherent in this matter.

Perhaps the greatest deficiency of facts is that they necessarily refer to the past. Collective agreements spell out the terms and conditions for the future relationship of the parties. The future is at the centre of negotiation disputes. Facts, I suggest, are of much value to the parties in providing them with supportable stances on specific issues. Facts are of much less value in resolving disputes. (I am tempted to go further and say that out-of-date and unreliable figures might be better. Negotiators with

less confidence in the factual soundness of their arguments may be more willing to compromise.)

I will refrain from commenting at length on the inherent problems of data collection. It is surely approximately true that if the statistics are complete and reliable they will not be up-to-date, and vice versa. The LPC would encounter the identical problems that now confront the present Pay Research Bureau in its efforts to provide the facts the parties seek. To illustrate: what occupations should be considered comparable to penitentiary guards? How often can other employers be requested or required to complete the survey forms without being antagonized? Their co-operation is required in generating reliable data.

A "Labour Peace Commission" is a super conciliation board

Why is there so often a cry for more and better facts? I suggest there are at least three reasons. One is the prevalence of the simple and mistaken idea that somehow a golden key will miraculously emerge from the record of the past to unlock the barrier that obstructs the parties from going hand-in-hand into the future. This is a delusion.

A second reason is that the collection of facts is expensive. Negotiators want those facts that buttress their arguments and it is a great convenience to them if there is a source that provides statistics cheaply and quickly to their organizations.

A third and related reason is that facts from an outside, impartial, reliable source are expected to have a more persuasive effect in presen-

ting a case at the bargaining table, in briefs to conciliation boards, and in appeal for general public support. If all "the relevant facts" (whatever that means) are available, the parties have no difficulty in selecting those figures that add strength to their arguments. It is easy to understand why the bargaining parties demand more and better facts provided at the general taxpayer's expense.

I cannot accept the assumptions that the parties do not now have good facts and figures, and that the provision of better ones would significantly increase the frequency of voluntary agreements. Thus I cannot envisage the proposed primary function of the LPC as being very worthwhile. Perhaps the secondary function should become its primary one.

It is the second function that interests me. Finn's proposed LPC is, to me, a super conciliation board. Canadians have now had about 70 years of experience with conciliation boards and so the establishment of an LPC would not be a sharp break from our traditional approach. This is a point in the commission's favour. Since the invention by MacKenzie King of the Canadian type of conciliation board, it has had as one of its main functions the making of a non-binding set of recommendations for settling matters in dispute. There is widespread agreement that conciliation board reports have not been very influential. Nevertheless, although requests for such boards are more often denied now than formerly, they are still used in important disputes — and with unimpressive results. The key question in evaluating the proposed LPC is whether its recommendations would be more effective. This can be examined by asking two further questions. Why have conciliation boards so often been ineffective? And, what would the

commission require to make the parties respect its recommendations?

There are a number of well-known deficiencies of conciliation boards. A practitioner once aptly described a board as "two special pleaders with a chairman."

Commonly, one of the special pleaders feels compelled to write a strongly dissenting minority report, to undercut the force of the board's recommendations. In many disputes a board chairman, for whatever reason, issues a report with no recommendations — the so-called wash-out report. The law imposes a board upon the parties even if one does not want it. If the parties are unable to agree upon a chairman, and in major disputes such agreement is uncommon, a chairman is imposed upon them.

In the past, federal and provincial governments have over-used the boards, appointing them for all manner of disputes, important and unimportant ones alike. The familiarity bred some contempt. Availability and a willingness to serve have been necessary criteria in selecting chairmen. They have been amateurs or part-time professionals attempting to resolve disputes in which full-time professional conciliation officers have not succeeded. There are few fields of human endeavour in which amateurs can outperform the professionals. The catalogue of shortcomings is lengthy. The result: a conciliation board report signals that the legal wraps on a work stoppage will soon be removed. Beyond this, the reports do not often have much influence on the parties, or on public opinion.

Could a Labour Peace Commission be more effective? What would be required to make it so? Finn rightly emphasized one thing. The commission must have (and retain through time) the high respect of

There is widespread agreement that conciliation board reports have not been very influential

the parties. It follows that the "selection of commission members would be of crucial, make-or-break importance." He develops this point well and I doubt if anyone would disagree. I do disagree, though, with his proposal about the advance preparation of a report by the commission. And I think additional things are required (or highly desirable) for setting up a commission that would be effective.

First, the matter of the advance preparation of recommendations. It is difficult to see how the LPC could prepare in advance "a detailed list of proposed contract improvements" ready to give to the parties and the public when an impasse occurs. Would this not smack too much of a verdict without a hearing, of an unfair procedure that the parties would bitterly resent? In addition, would this approach not subject the commission's prestige to an unnecessary risk? Suppose that the recommended terms were poorer than what the employer had voluntarily offered; or better than what the union had voluntarily indicated to be acceptable? This could happen unless the commission had some liaison with the parties during negotiations to keep it aware of the bargainers' positions on the key items. Otherwise I fear the possible danger to the commission's prestige through time.

If the commission maintains liaison with the bargainers, it will know their offers and counter-offers. As pointed out by Peter Slee (LG, April 1975, p.233) this could have an adverse effect on constructive

good-faith bargaining. Finn replied to him by noting that if the prospect of third-party proposals has this effect "would it not have the same effect at present in any set of negotiations that the parties realized could go to conciliation, mediation or arbitration? I don't think this argument stands up." If I argue that new cars have defective brakes, is my argument knocked down by the reply that old cars also have defective brakes? I think not. The adverse effect on voluntary settlements is a possible defect and may be unavoidable. This natal flaw, however, does not require the rejection of the infant. The similarly-flawed conciliation board has passed the biblical age of three score and ten years.

Finally, in addition to the high calibre of the commission members, could anything else be done to increase its potential effectiveness? Another essential feature, I suggest, is the acceptance and support of the commission by the parties to whom its recommendations would be directed. This is most likely to result if the primary parties of interest mutually agree upon the desirability of this new body, and agree upon its specific membership and jurisdiction. If such prior agreement could be obtained there would be a strong moral obligation on the parties voluntarily to submit unresolved issues to the commission. In a sense it would be their commission, not one imposed by the government and tolerated as a nuisance. And having voluntarily sought the commission's advisory recommendations the parties could not lightly dismiss them. In short, the first thing to be done is not the creation of the commission but the initiation, by the government, of separate and joint consultations with the primary parties in search of a mutual acceptance of the general principle that reason should supersede brutal combat. [19]

Labour legislation in Canada, 1975

Part 6 — Apprenticeship and tradesmen's qualifications

by Allan Nodwell

There were relatively few new regulations governing apprenticeship and tradesmen's qualifications in the past year; however, five jurisdictions brought forth changes in this field:

Alberta approved a new regulation setting out rules for the trade of *cabinet maker*. A person may become an apprentice cabinet maker even though not qualifying under the normal rules if:

- (a) a local advisory board recommends that the person become an apprentice, and
- (b) that person writes an examination set by the director and attains a pass mark set by the board.

An apprentice cabinet maker must serve:

- (a) four terms (12 months and not less than 1600 hours each) in the cabinet maker program;
- (b) two terms (12 months and not less than 1600 hours each) of on-the-job and technical course training in the production cabinet maker program.

A person can transfer from one program to the other with the approval of the local advisory committee. Previous experience may reduce the length of an individual's program.

Wages for an apprentice cabinet maker are 55 per cent, 65 per cent, 75 per cent and 85 per cent respectively, of the wages of a journeyman

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during each of the four years of the program. Comparable rates for a production cabinet maker are 65 per cent and 75 per cent in the two years of that program. Wages must not, in any event, be lower than the prevailing minimum wage. Employers need not pay wages to an apprentice during the time that he or she is attending technical courses.

Hours of work and working conditions must be the same for an apprentice as for a journeyman, while engaged in the work of an employer, and prescribed examinations must be passed.

Training regulations were passed for the trade of *instrument mechanic*. An instrument mechanic is one engaged in the maintenance, service, repair, calibration and installation of measuring and control instruments used in process industries.

An apprentice must serve four terms of 12 months each. Each term must consist of not less than 1,800 hours spent in training on the job and attending technical courses prescribed by the board. Previous experience may result in the term of apprenticeship being reduced. Specified examinations must be passed.

A training program was also adopted for the trade of *water well driller*. The period of apprenticeship comprises three levels. The first consists of a basic course of technical training; the second level consists of 2,400 hours spent in on-the-job training and a senior course in technical training; the third consists of 1,200 hours of on-the-job training. Previous experience may result in the training period being reduced.

A "certificate of progress" stamp must be entered into the Apprenticeship Record Book before the apprentice is allowed to advance to a new level. An apprentice may become a journeyman and be issued a certificate of qualification by completing training and examinations and having been given a certificate of completion. A person who has not served an apprenticeship but proves that he or she is competent and skilled in the trade, and has had at least 3,600 hours of experience, may take an examination set by the director.

A new **British Columbia** regulation orders that as of July 2, 1976, persons in B.C. engaged in the trade of *roofing, damp- and water-proofing*, must hold a current certificate of proficiency in respect of the trade. Registered apprentices, persons engaged during a probationary period and others enumerated by the regulation, are exempt from the new provision. The period of apprenticeship in the trade is now three years consisting of not less than 3,300 hours.

In **Manitoba**, a regulation respecting the *industrial instrument mechanic* trade replaces that regarding the industrial instrumentation trade. An industrial instrument mechanic is one who maintains, calibrates, and installs measuring and control components and accessories used in process industries.

A person may become an apprentice in the trade only if he is at least 18 and has passed specified high school math and science courses. The director of apprenticeship may make exceptions, however, where equivalent qualifications are held by the candidate. The period of apprenticeship is four years, with not less than 1,600 hours of training and instruction in each year.

Unless otherwise prescribed by a collective labour agreement that is more favourable to the apprentice, the rate of wages for an apprentice (while not attending technical courses) shall not be less than the provincial minimum wage plus 10 per cent during the first six months; and increasing by 10 per cent each succeeding six months for the next four years. Overtime wages for apprentices must be adjusted on the same basis as for journeymen working for the same employer in the same area.

Prescribed examinations must be passed. Where an applicant for certification in the trade has not trained in Manitoba or does not hold a certificate bearing the Interprovincial Standards Seal proves that he has been engaged in the trade for at least two years longer than the apprenticeship period, he may be allowed to take such examinations as the director may require.

A training program was adopted for the *industrial mechanic* trade. An industrial mechanic is a skilled worker who installs, repairs, improves or maintains equipment used in commercial or industrial establishments.

A person may become an apprentice in the trade only if he is at least 16 and has completed grade nine or its equivalent. The training program consists of three calendar years of training and instruction of at least 1,600 hours each. Previous training and experience may result in the length of the program being reduced.

The wage rates for an apprentice in the trade are: the provincial minimum wage plus 30 per cent during the first six months and increasing by 10 per cent each succeeding six months, unless more favourable rates prevail in a collective agreement.

A candidate for a certificate in the trade who has not trained in Manitoba or does not hold a certificate bearing the Interprovincial Standards Seal may write the examinations upon having proved that he has been engaged in the trade for at least two years in excess of the apprenticeship period during the 10 years immediately prior to application. A required fee must also be paid.

In **New Brunswick**, the training program for the *powderman* trade has been replaced. The new program includes the various phases of the use of explosives.

Certification can be given at various levels depending upon the type and extent of blasting for which an apprentice is trained. Four separate categories are outlined (F, G, D and B).

A new regulation was passed pertaining to *firefighters*. The regulation defines the scope of the trade of *firefighters* and goes on to state that related activities include emergencies at bulk storage plants, marine, aircraft, and highrise firefighting, enforcement of various fire regulations, and all other physical aspects necessary to effectively perform the required duties of the trade for the safeguarding of persons and real property.

A person may be a candidate for a certificate of qualification if he has the equivalent of four years of practical experience as a paid full-time firefighter, or has successfully completed an apprenticeship program under the Act. The regulation does not specify a particular training program.

In the **Yukon**, the Adult Occupational Training Agreements Ordinance was repealed. This ordinance empowered the commissioner to enter into occupational training agreements with the minister of manpower and immigration. A new ordinance empowers the Commissioner to establish occupational training programs and enter into an agreement with the federal government or with any organization, corporation or person in order to provide programs or other services for the development of occupational skills or the improvement of the labour force.

The Commissioner is also empowered to establish advisory, administrative or appellate boards in connection with programs, policies, services or other matters. Regulations may be made under the ordinance for the carrying out of programs, policies, and services. [9]

Some reactions to labour's October 14 "day of protest"

An estimated 1 million Canadian union members took Oct. 14 off work to protest the federal government's wage controls. Eight prominent Canadians were invited to write their views of the demonstration, organized by the Canadian Labour Congress. They were asked: Has labour made its point and earned a share in managing the economy? And is labour stronger as a result of the Oct. 14 demonstration?

Here are excerpts from their responses:

Jack Weldon, professor of economics at McGill University:

Oct. 14 was certainly both the most successful and the least successful day of protest so far. What happened seems about what the sympathetic and unsympathetic alike expected. I doubt Ottawa can feel comfortable about being the first government to provoke this new style of demonstration. Something must be seriously wrong.

Did the protest take labour and the country nearer to corporatist additions to our parliamentary democracy, to a trinity in which our elected representatives are joined by bodies called "labour" and "business"? I doubt labour wants any such thing and I'm confident the protest did not move us one inch in that direction.

What labour rightly wants is to become part of the Canadian establishment. We have paid a high price for resisting this claim. Our labour movement is not too strong and united, but too weak and fragmented. Perhaps the day of protest has helped repair this basic weakness in our social fabric...

Larry Zolf, author and television personality:

To many people, the "day of protest" or "general strike" (the latter description interestingly enough is always used by both the Communists and such free enterprisers as *The Globe and Mail*, each for their own nefarious purposes) was nothing more or less than a determined, all-out effort to destroy the Trudeau government and the controls program.

Certainly, at face value, that's what labour was attempting. But in my opinion the real purpose was to show all political parties that organized labour is a vital, integral part of the Canadian democracy, a part that cannot be ignored by any party that wishes to govern this country.

For far too long in Canada the media has promulgated two standard myths: That labour is somehow as big and as equal as big business, and that the leadership of the labour movement neither

reflects the views of its membership nor is capable of influencing memberships decisions.

The United Auto Workers or the Steelworkers have not now nor will they ever have the extraordinary power to lay off, fire, or punish the board of directors and the senior management of Ford Motor Company or Stelco. The power to lay off, fire, or punish thousands of steelworkers and autoworkers is just one of the ordinary powers possessed by the directors and management of Ford and Stelco.

The day of protest not only helped to dispel the equality myth but demonstrated plainly, quietly and effectively that organized labour's leadership does reflect the wishes of its members on the matter of wage and price controls — and will do so on other matters of importance in the future...

Bryce Mackasey, former postmaster-general, former federal labour minister and former federal minister of consumer and corporate affairs:

I think the support was very spotty. In Ottawa not much happened. In other parts of the country it seemed to be limited to shop stewards. Perhaps the most telling comment came from Louis Laberge of the Quebec Federation of Labour, who said the demonstration might not

have been too successful but who wants to give up a day's pay? How many labour leaders gave up a day's pay?

If the objective was to change the government's point of view then the demonstration was a failure. If it was to show labour's disapproval we already knew that.

The real question is what's next. The logical thing for the Canadian Labour Congress is to see what it can do in conjunction with management and the government to make the program work. That is the proper way for labour to show its responsibility.

The ball is still in labour's court.

Joan Watson, of Marketplace, the CBC's weekly consumer affairs television program:

...The wage control side of the anti-inflation program seems infinitely more effective than the limited controls on rising prices.

The general dissatisfaction is obvious: We're dismayed by the fact that our paycheques seem to buy less and less week by the week. And for many Canadians — particularly pensioners — discretionary income is non-existent.

And so what does organized labour do? It has successfully diminished the integrity of Canadian workers by encouraging a strike that broke contracts and penalized the general public instead of focussing on the true target: The government and its policies. When a wagon breaks down it doesn't help much to whip the horse.

Labour leaders can take credit for articulating our common frustrations with anti-inflation controls,

but at the same time they must accept responsibility for antagonizing many labour supporters.

David Lewis, former leader of the federal New Democratic Party:

As I watched and listened to the news Oct. 14, I was reminded of the difference between describing a bottle as half full or half empty. The many interviews with workers who stayed on the job and the modest size of most of the rallies gave the impression that the day had been a failure for the Canadian Labour Congress. But this was inaccurate.

An action that involves a million Canadians willing to give up a day's pay can justly be called a success, particularly since the activity did not concern the normal functions of trade unions. It was an impressive political demonstration.

The still-unanswered question is, where will it lead? The Prime Minister made clear that the controls will not be removed. Indeed, the minister of finance has announced the second phase, when the level of wage increases allowed will be even lower than during the first year. Both the government and the corporations have rejected the congress proposal for tripartism...

Ed Finn, public relations director of the Canadian Brotherhood of Railway, Transport and General Workers:

With more than a million workers responding to the Canadian Labour Congress' call to observe a national day of protest against wage controls, the Oct. 14 demonstration must be viewed as an overwhelming success.

It achieved all its objectives by mobilizing nearly half the CLC's affiliated membership. It dispelled the myth that only union leaders are opposed to controls. It produced the largest display of organized dissent in Canadian history. It expanded the labour movement's influence beyond the economic into the political arena. And it set the CLC on an irreversible collision course with the Trudeau government.

Rank-and-file participation in the day of protest should be assessed in terms that recognize its novelty to the Canadian system. Our unions have never attempted anything like this before. It could be likened to the first faltering steps of an infant starting to walk.

It should also be kept in mind that there was a concerted effort to discourage workers from joining in the protest. Politicians, the press, labour relations boards and employers all did their best to persuade workers to stay on the job.

That more than a million of them resisted such pressures and walked out on Oct. 14 is a measure of their distaste for wage controls and of their determination to get rid of them.

Now that the Anti-Inflation Board is starting to apply the wage limits more stringently, it can safely be predicted that if the controls are not lifted before next Oct. 14, labour's display of opposition at that time will defy all efforts of its critics to minimize or belittle its significance.

Dian Cohen, Montreal economist and writer:

The day of protest goes beyond the numbers game being played

out by a variety of commentators who are directing their attention to whether or not the demonstration was a "success."

We should not underestimate the fact that Oct. 14 was the first time in North America that any national labour movement rallied its members in a political demonstration against a purely political decision taken not by employers but by a government.

Without doubt the Canadian Labour Congress has served notice that it wants to change its traditional role of reacting to the initiatives of management and government.

Despite widespread disagreement about what the economic numbers are telling us about Canada's future, there is one common thread with which no major vested interest takes issue. That is that the national income pie will not in future nourish us as generously as it has in the past.

What we are watching is a jockeying of position in the determination of who gets what. The real issue is the division of economic wealth between the consumers and the investors, between the public and the private sector...

I would not suggest that each of the 1 million workers who stayed off the job Oct. 14 saw it in these terms.

Articles on labour-media problems praised by unionist

I wish to congratulate you for your publication of July 1976 dealing with labour reporting in Canada which certainly brings out the problems facing labour, management, and the news media in

properly reporting events to the public.

Normand J. Bourque

Canadian Union of Public Employees representative
Moncton, N.B.

Irving Abella, director of Canadian studies at York University and chairman of the Canadian labour historians' committee of the Canadian Historical Association:

Since its purpose was basically defensive, the day of protest must be seen as something of a success for the Canadian Labour Congress — but not much of one. The congress had to act, to contain, defuse and perhaps outmanoeuvre the large number of militants who were demanding a general strike at last May's congress convention.

In addition, to maintain its credibility, the CLC was forced into some sort of action to display its outrage at legislation that was destroying a collective bargaining system Canadian workers had fought so long and so desperately to achieve.

A successful strike would have given the congress the muscle it felt it needed to force the govern-

ment to take its tripartite recommendations seriously. Clearly the Canadian labour leadership has given up — temporarily, at least — hopes of achieving anything meaningful via the political route. Though the NDP is officially the party of labour, it is not yet the party of the Canadian worker, 75 per cent of whom consistently vote for the old-line parties.

On Oct. 14 the congress claims it was able to pull 1 million workers off the job. Two million union members, however, and 6 million other workers ignored the call. As a first semi-political strike in North America history it must be regarded as a success if only because it was not the disaster some Cassandras had predicted...

The foregoing was reprinted, with permission, from the Oct. 16 issue of The Montreal Star.

Books

The Current Industrial Relations Scene in Canada, 1976

W.D. Wood editor, Industrial Relations Centre, Queen's University, Kingston, 350pp.

This annual publication is a useful compendium of statistics and analysis of new and emerging trends in the economy with a focus on labour economics and labour relations. Its scope is impressive, with major sections devoted to labour force and manpower trends, labour legislation, trade union membership, the state of collective bargaining and — topically enough — wages, productivity and labour costs.

The facts assembled by the Queen's academics provide ample ammunition for prophets of gloom and doom. There are ever more Canadians without work; younger people are hardest hit with an unemployment rate of 12 per cent; regional disparities continue with an unemployment rate over 12 per cent in Atlantic Canada; job vacancies in all sectors are down 29 per cent. New data from a Statistics Canada labour force survey using a revised definition of "employable" have produced a jump in the number of unemployed women reported.

The manpower section briefly describes current and proposed immigration policies and their effects on the workforce and then proceeds to other broad concerns; job satisfaction studies; composition and structure of the workforce;

absenteeism; the shift from goods producing to service industry; and the implications of a more educated working population. Manpower and Immigration's *Work Ethic Survey* is described in detail, with the reassuring conclusion that Canadians are committed to work and prefer it to unemployment.

The labour legislation review highlights Bill C-73 (AIB and all that) and also includes amendments to provincial labour legislation, changes in the Public Service Staff Relations Act and significant judicial and arbitral decisions affecting labour relations and collective bargaining.

Of special interest to trade union officials is the presentation on union membership growth. Numerous charts provide a breakdown of numbers in both Canadian and international unions by province and industry. Changes in leadership are noted. A summary of CLC activities is included but publication of this volume preceded the biennial convention last May, which was dominated by proposals for tripartite economic decision-making and political protest against Bill C-73.

A turbulent year of bargaining activity in 1975 is summarized statistically in the section entitled "The Collective Bargaining Scene." Tidbits like the number of man-days lost through strikes (11 million) and the number of work stoppages

(1,043) are placed in the context of Canadian postwar experience, with international comparisons supplied. Significant non-wage developments include a reduction in daily hours of work in 15 per cent of major agreements, and a continuing spread of COLA. A capsule version of the report of the Special Joint Committee on Employer-Employee Relations in the Public Service provides a preview of the broad outlines of federal legislation, which is expected to receive priority this session.

The final section on wages, productivity and labour costs pulls together much of the information so useful to researchers and negotiators for labour, business and government.

This Queen's encyclopedia of labour information concludes quite appropriately with a reference list of nearly 200 statistical and analytic industrial relations publications, most of them Canadian. Many readers, however, will be able to meet their general information requirements without ever going beyond these two covers.

—Pamela Wallin

Ottawa free-lance writer

Fifty Years Ago

Excerpts from a book on the **techno-psychology of industrial work** by Dr. Leon Walther which appeared in the International Labour Review, were published in the October 1926 issue of *The Labour Gazette*.

Walther, director of the Department of Techno-Psychology at the Jean-Jacques Rousseau Institute in Geneva, posited that psychology and physiology, if applied to industrial work would help to increase productivity.

Discussing the methods of increasing the efficiency of work, Walther said that the first condition of a scientific organization of work was the adaptation of the worker to his task by putting each man in the place where he would work under the best conditions and where he would, with a minimum effort, give a maximum output. Through individual psychology, the scientific selection of workers could be made with a high degree of certainty, the method and scientific study of the level of work considered and the capacities required for this work decided.

The writer gave a report on experiments that he had carried out in two factories. "In the first case, the work was that of making paper bags. Five tests of manual dexterity were applied to 100 women and 11 of these workers were finally selected and classified. Six months later these eleven were classified according to their individual output. A marked discrepancy in the order of the output as compared with the order of the tests was found in only one case, when the worker who

ranked second in the tests was ninth in output.

This difference was readily accounted for on questioning her, and other work was found for her where she could earn almost twice as much as in making bags.

In the second case, the work investigated consisted in putting up coffee in paper bags. This work was not being done satisfactorily, and the reason had to be found. Separate operations were carried on by four different groups of workers, when these workers were submitted to psychological tests it was found that the different operations, which varied in difficulty, were not distributed among them in accordance with their abilities. On reclassifying them according to the results of the tests their output was more than doubled, increasing from a maximum of 43 to a maximum of 89 pieces per worker per hour without the necessity of dismissing any worker for incapacity. In this case there was perfect correlation between the order of merit according to test and the order assigned by the foreman."

The author, discussing vocational training, concludes that all vocational industrial training should be functional training, "in other words, it should bring the learner into immediate contact with reality, with the actual work which he will have to perform later in the exercise of his trade."

The results of applying motion study to skilled workers who had had vocational training and those who had not, were identical and

proved that vocational training, whether in the factories or in the school, does not pay enough attention to the actual movements of apprentices. "Our vocational schools aim at training young persons to do work which is perfect in quality; the question of quantity does not concern them to the same extent. They thus train artisans, but not workers capable of producing, when on piecework work in the factory, a quantity sufficient to enable them to earn their living."

Studies of industrial fatigue also proved interesting. It was noticed that by using the ergograph two different types of individuals could be distinguished. One type could work for a certain time to an extreme degree when they were suddenly overcome by fatigue and then rapidly lost their power of working. In the second type fatigue came gradually, the intensity of the work lessened, slowly, and there was no sudden change. Workers of the former type remained tired for a certain time after finishing their work and then quickly recovered, while those of the latter type recovered more gradually.

In certain factories where an increased output was desired, experiments were made to ascertain the effect of modifying the length and frequency of rest periods. Two female pieceworkers on a stamping machine increased their hourly output from about 4,200 pieces — when they arranged their own breaks, to 4,767 — when they took five minutes rest each hour. In another factory, the daily output of nine pieceworkers increased from 6,000 to 8,000 pieces by having a two-minute break every 15 minutes — with some slight variations for different individuals.

These examples proved the extremely important effect of breaks on the worker's daily output.

—Kathleen Whitehurst

PRICES & EMPLOYMENT

Consumer, August

The all-items Consumer Price Index for Canada (1971=100) increased 0.5 per cent to 150.0 in August from 149.3 in July, and was 6.2 per cent above its August 1975 level. The August 1976 index advanced only half the average rate noted between the corresponding months in the preceding four years. The slight increase in the CPI was mainly because of a decline of 0.5 per cent in food prices between July and August. The index for all items excluding food, rose 0.8 per cent. Higher charges for shelter as well as increased premiums for car and home insurance were the main factors responsible for the latest CPI rise. Beef prices, which declined 7.2 per cent, and seasonally lower prices for fresh vegetables, were mainly responsible for the 0.5 per cent decrease in the food index. These decreases were partially offset by higher prices for fresh fruit, poultry, bread, coffee and home-consumed soft drinks. In August 1976 the index for food consumed at home was 2.1 per cent lower than its level of August 1975.

Higher shelter charges for both owned and rented accommodation as well as increases in premiums for automobile, dwelling and household effects insurance, were responsible for the 0.8 per cent rise in the index for all items excluding food. Other important contributing factors included higher prices for men's and women's wear and increased charges for barbering and hairdressing services.

In terms of goods and services, the price level of goods, including

latest month while that for services increased 1.3 per cent.

Seasonally adjusted, the all-items CPI advanced 0.3 per cent between July and August. This included a 0.9 per cent decrease in the food index and a 0.8 per cent rise in the index for all items excluding food.

City Consumer, August

Consumer price indexes advanced in all regional cities between July and August, with increases ranging from 0.3 per cent in Saint John, Toronto and Edmonton, to 1.1 per cent in Regina. Increased shelter charges and higher household operation expenses were important contributing factors in these advances. Higher automobile insurance premiums and increased charges for barber and hairdressing services were recorded in most centres. While overall movements in food prices varied in all regional cities, prices for meat and fresh vegetables declined generally.

The percentage increases listed in 14 regional cities were: 0.3 in Saint John, Toronto and Edmonton; 0.5 in Montreal, Ottawa, Calgary and Vancouver; 0.6 in Quebec; 0.7 in Thunder Bay and Winnipeg; 0.8 in St. John's and Saskatoon; 0.9 in Halifax; 1.1 in Regina.

Employment, August

The seasonally adjusted employment level in August was 9,628,000, an increase of 26,000 from July, Statistics Canada reported. The level declined by 19,000 for men 15

food, decreased 0.2 per cent in the to 24 years of age, and increased by 13,000 for men 25 and over; for women 25 and over it increased by 31,000. There was little change for women 15 to 24.

On a provincial basis, seasonally adjusted employment increased in Ontario by 34,000; in British Columbia by 22,000; in Manitoba by 5,000; and in Saskatchewan by 4,000. In Quebec it decreased by 35,000, while in the other provinces there was little or no change.

Unemployment, August

The seasonally adjusted unemployment rate for Canada was 7.2 per cent (750,000) in August, a decrease of 0.1 per cent from July. There was no change in the unemployment rate for either men or women 25 years of age and over. The rate for men 15 to 24 dropped by 0.4 per cent (11,000) while it rose by 0.2 per cent (4,000) for women 15-24.

Changes in unemployment rates at the national level were small in August, but more significant changes occurred in several provinces as a result of comparatively larger changes in employment and unemployment levels. The seasonally adjusted unemployment rate increased in Alberta by 0.1 per cent; in Saskatchewan by 0.2 per cent; in Newfoundland by 0.5 per cent; in Quebec by 0.7 per cent; in New Brunswick by 1.1 per cent; and in Nova Scotia by 1.4 per cent. It decreased in Manitoba by 0.6 per cent; in Ontario by 0.7 per cent; in British Columbia by 0.8 per cent; and in Prince Edward Island by 4.2 per cent.

Additions to the Library

LIST NO. 329

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

ACCIDENT PREVENTION

1. Chicken, John C. Hazard control policy in Britain. Oxford, Pergamon Press, 1975. 193p.

ARBITRATION, INDUSTRIAL

2. Labor arbitration in health care; a case book, edited by Earl R. Bader-schneider and Paul F. Miller. New York, Spectrum Publications, 1976. 323p.

COLLECTIVE AGREEMENTS

3. Ontario. Ministry of Labour. Research Branch. Reporting, call-back and stand-by pay; shift, Saturday and Sunday premiums; and work clothing, safety equipment and tool allowances in Ontario collective bargaining agreements, September 1975. Toronto, 12p.

COLLECTIVE BARGAINING

4. Cassell, Frank Hyde. Collective

bargaining in the public sector: cases in public policy, by Frank H. Cassell and Jean J. Baron. Columbus, Ohio, Grid, 1975. 466p.

5. Students, collective bargaining, and unionization, edited by Neil Klotz for the United States National Student Association. Washington, The Association, 1975. 64p.

CORPORATIONS, INTERNATIONAL

6. Gilpin, Robert. U.S. power and the multinational corporation; the political economy of foreign direct investment. New York, Basic Books, 1975. 291p.

7. International Labour Office. The impact of multinational enterprises on employment and training. Geneva, 1976. 32p. Titre en français: L'impact des entreprises multinationales sur l'emploi et la formation.

8. International Labour Office. Multinationals in Western Europe: the industrial relations experience. Geneva, 1976. 72p. Titre en français: Les relations professionnelles dans les entreprises multinationales en Europe occidentale.

9. International Labour Office. Social and labour practices of some European-based multinationals in the metal trades. Geneva, 1976. 143p. Titre en français: Pratiques suivies sur le plan social par les

entreprises multinationales du secteur des industries mécaniques.

10. International Labour Office. Wages and working conditions in multinational enterprises. Geneva, 1976. 50p. Titre en français: Salaires et conditions de travail dans les entreprises multinationales.

COST OF LIVING ADJUSTMENT

11. Douty, Harry Mortimer. Cost-of-living escalator clauses and inflation, by H.M. Douty. Washington, G.P.O., 1975. 77p.

DISCRIMINATION IN EMPLOYMENT

12. Cruz, Hector G. Bartolomei de la. Protection against anti-union discrimination. Geneva, International Labour Office, 1976. 123p.

ECONOMIC CONDITIONS

13. Lebergott, Stanley. The American economy: income, wealth and want. Princeton, N.J., Princeton University Press, 1976. 382p.

14. Martin, Fernand. Regional aspects of the evolution of Canadian employment, by Fernand Martin assisted by Richard Beaudry. Ottawa, Information Canada, 1976. 110p. Titre en français: Aspects régionaux de l'évolution de l'emploi au Canada.

EDUCATION — ECONOMIC ASPECTS

15. Fagerlind, Ingemar. Formal education and adult earnings; a longitudinal study on the economic benefits of education. Stockholm,

Almquist & Wiksell International, 1975. 104p.

FOREMANSHIP

16. Dunkerley, David. The foreman; aspects of task and structure. London, Routledge & Kegan Paul, 1975. 192p.

FREEDOM OF ASSOCIATION

17. Caire, Guy. Liberté syndicale et développement économique. Genève, Bureau international du Travail, 1976. 170p.

GUARANTEED ANNUAL INCOME

18. Swan, Neil M. Estimates of the aggregate demand effect of income maintenance programs in the Maritime provinces, by N. Swan and T. Glynn. Ottawa, Economic Council of Canada, 1975. 27p.

HUMAN RIGHTS

19. Labour Party (Great Britain). United Kingdom charter of human rights; a discussion document for the labour movement. London, Labour Party, 1976. 11p.

INDUSTRIAL HEALTH — MINERS

20. Canada. Asbestosis Working Group. Report of the Asbestosis Working Group, by G. Schreiber and others. Ottawa, Sub-committee on Environmental Health, Environmental Health Directorate, Department of National Health and Welfare, 1976. 28p. Titre en français: Rapport du Groupe de travail sur l'amiantose.

INDUSTRIAL RELATIONS

21. Campus employment relations;

readings and resources, edited by Terrence N. Tice. Ann Arbor, Mich., Institute of Continuing Legal Education, 1975. 627p.

22. Witzky, Herbert K. The labour-management relations handbook for hotels, motels, restaurants and institutions. Boston, Cahners Books, 1975. 257p.

INFLATION

23. Courchene, Thomas Joseph. Money, inflation, and the Bank of Canada; an analysis of Canadian monetary policy from 1970 to early 1975. Montreal, C.D. Howe Research Institute, 1976. 283p.

INSURANCE, ACCIDENT

24. International Labour Office. International survey of civil liability of workers. Geneva, 1976. 32p. Titre en français: La responsabilité civile des travailleurs: une étude internationale.

INSURANCE, UNEMPLOYMENT

25. Swan, Neil M. Unemployment insurance and labour force participation, with application to Canada and the Maritimes. Ottawa, Economic Council of Canada, 1975. 22p.

JOB ENRICHMENT

26. Yorks, Lyle. A radical approach to job enrichment. New York, AMACOM, 1976. 209p.

JOB VACANCIES

27. Ontario. Ministry of Labour. Research Branch. Historical trends in job vacancies by major occupation groups: Ontario and ten

Canada Manpower Centre (C.M.C.) Management Regions, 1970-1975. Toronto, 1976. 26p.

LABOUR CONDITIONS

28. Loiselle, Jean-Guy. L'enfer du Mont Wright. Montreal, Editions Québec-Amérique, 1975. 193p. Les expériences de l'auteur dans un chantier de travail à Mont Wright, Québec.

LABOUR HISTORY

29. Scott, Jack. Plunderbund & proletariat. Vancouver, New Star Books, 1975. 169p.

LABOUR ORGANIZATION — POLITICAL ACTIVITIES

30. Foster, James Caldwell. The union politic; the CIO Political Action Committee. Columbia, University of Missouri Press, 1975. 247p.

LABOUR SUPPLY

31. Kuch, Peter Jacob. Added- and discouraged-worker effects in Canada, 1953-1974, by P.J. Kuch and S. Sharir. London, Ont., University of Western Ontario, Department of Economics, 1976. 27p.

LEAVE OF ABSENCE

32. Charnley, Alan Huntington. Paid educational leave; a report of practice in France, Germany and Sweden. Frogmore, Eng., Hart-Davis Educational, 1975. 148p.

33. Organization for Economic Cooperation and Development. Centre for Educational Research and Innovation. Developments in

educational leave of absence. Paris, 1976. 237p.

MANAGEMENT

34. **Martin, Charles C.** Project management: how to make it work. New York, AMACOM, 1976. 312p.

MANPOWER POLICY

35. **Clague, Ewan.** Manpower policies and programs, a review, 1935-75, by Ewan Clague in collaboration with Leo Kramer. Kalamazoo, Mich., W.E. Upjohn Institute for Employment Research, 1976. 93p.

OCCUPATIONS

36. **Dunkerley, David.** Occupations and society. London, Routledge & Kegan Paul, 1975. 87p.

PENSIONS

37. **Durbin, P.L.** Superannuation planning in New Zealand, by P.L. Durbin and F.W. Robertson with E.S. Knight. Porirua, N.Z., Commerce Clearing House (New Zealand) 1975. 375p.

38. **Tilove, Robert.** Public employee pension funds. New York, Columbia University Press, 1976. 370p.

SOCIAL CONDITIONS

39. **Hiller, Harry Herbert.** Canadian society; a sociological analysis. Scarborough, Ontario, Prentice-Hall of Canada, 1976. 200p.

40. **LeMasters, Ersel Earl.** Blue-collar aristocrats; life-styles at a

working-class tavern. Madison, University of Wisconsin Press, 1975. 218p.

SOCIAL INDICATORS

41. **Economic Council of Canada.** Economic and social indicators, 1975. Ottawa, Information Canada, 1975. 23p. Titre en français: Les indicateurs économiques et sociaux, 1975.

SUNDAY LABOUR

42. **Canada. Law Reform Commission.** Report on Sunday observance. Ottawa, Printing and Publishing, Supply and Services Canada, 1976. 63, 73p. Titre en français: Rapport sur l'observance du dimanche.

TRANSPORTATION

43. **Round Table on Transport Economics. 26th, Paris, 1974.** Effect of productivity and technological progress on transport workers; report of the...Round Table...held in Paris from 23rd to 25th October, 1974. Paris, European Conference of Ministers of Transport, 1975. 104p. Titre en français: Effet de la productivité et du progrès technique sur la main-d'oeuvre dans les transports.

UNEMPLOYMENT

44. **Brittan, Samuel.** Second thoughts on full employment policy. London, Barry Rose for the Centre for Policy Studies, 1975. 132p.

45. **Canada. Department of Manpower and Immigration.** The alternative: job creation in Canada.

Ottawa, Information Canada, 1975. 26, 26p. Titre en français: Une nouvelle solution: la création d'emplois au Canada.

UNFAIR LABOUR PRACTICES

46. **McDowell, Douglas S.** NLRB remedies for unfair labor practices, by Douglas S. McDowell and Kenneth C. Huhn, with the assistance of Kevin S. McGuinness and Peter A. Janus. Philadelphia, Industrial Research Unit, Wharton School, University of Pennsylvania, 1976. 304p.

WAGES AND HOURS

47. **Mogil, Norman.** The anti-inflation guidelines: linking wages to productivity. Montreal, C.D. Howe Research Institute, 1976. 27p.

48. **Swedish Employers' Confederation. Research Department.** Wages and total labour costs for workers; international survey, 1963-73. Stockholm, 1975. 78p.

WINNIPEG STRIKE, 1919

49. **Penner, Norman, ed.** Winnipeg 1919: the strikers' own history of the Winnipeg General Strike. 2d ed. Edited and with an introduction by Norman Penner. With a foreword by W.A. Pritchard. Toronto, James Lorimer and Company, 1975. 294p.

WOMEN — EMPLOYMENT

50. **Conference on Labor Market Segmentation, Harvard University, 1973.** Labor market segmentation, edited by Richard C. Edwards, Michael Reich and David M. Gordon. Lexington, Mass., D.C. Heath, 1975. 297p.

labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*				
Week ended July 17, 1976		(unadjusted figures, in thousands)		
		10,834	+ 2.6	+ 3.3
Employed	July 1976	10,059	+ 2.0	+ 2.3
Agriculture	" "	532	+ 7.4	+ 6.9
Non-agriculture	" "	9,526	+ 1.7	+ 2.9
Paid workers	" "	9,055	+ 1.8	+ 3.6
At work 35 hours or more	" "	6,786	- 8.9	+ 2.8
At work less than 35 hours	" "	1,498	- 18.7	+ 18.3
Employed but not at work...	" "	1,775	+ 201	- 9.6
(change in thousands)				
Unemployed	July 1976	775	+ 73	+ 66
Newfoundland	" "	27	+ 4	+ 1
Nova Scotia	" "	33	+ 3	+ 6
Prince Edward Island	" "	5	+ 1	-
New Brunswick	" "	28	- 1	+ 1
Quebec	" "	240	+ 12	+ 28
Ontario	" "	265	+ 27	+ 5
Manitoba	" "	21	+ 4	+ 3
Saskatchewan	" "	19	+ 4	+ 6
Alberta	" "	32	+ 7	- 4
British Columbia	" "	105	+ 12	+ 17
Without work, seeking work and available for work	" "	679	+ 45	+ 55
percentage change				
INDUSTRIAL EMPLOYMENT (1961 = 100)§	April 1976	142.4	+ 1.2	+ 2.7
Manufacturing employment (1961 = 100)§	" "	128.0	+ 0.7	+ 1.9
IMMIGRATION	1st quarter 1976	32,359	-	-
Destined to the labour force	" " "	14,111	-	-
STRIKES AND LOCKOUTS‡				
Strikes and lockouts	June 1976	238	+ 34.5	+ 4.0
No. of workers involved	" "	190,197	- 29.1	+ 207.8
Duration in man days		1,183,080	+ 67.1	+ 47.8
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.)§	April 1976	224.41	+ 1.2	+ 13.7
Average hourly earnings (mfg.)§	" "	5.65	+ 1.3	+ 13.9
Average weekly hours paid (mfg.)§	" "	38.9	- 0.3	+ 0.3
Consumer price index (1971 = 100)	July 1976	149.3	+ 0.4	+ 6.8
Index numbers of weekly wages in 1961 dollars (1961 = 100)...	April 1976	149.8	+ 0.3	+ 5.3
Total labour income (millions of dollars)†	June 1976	9,053	+ 2.6	+ 16.8
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100)	June 1976	119.8	- 1.2	+ 4.8
Manufacturing	" "	120.1	- 1.3	+ 5.3
Durables	" "	121.7	- 1.7	+ 6.2
Non-durables	" "	118.6	- 0.9	+ 4.6
NEW RESIDENTIAL CONSTRUCTION**				
Starts	June 1976	23,301	-	+ 35
Completions	" "	17,313	-	+ 15
Under construction	" "	160,494	-	+ 27

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001

†Advance data

‡Preliminary

**Centres of 10,000 population or more

§Revised

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month of Year	Strikes and Lockouts in Existence During Month of Year			
		Strikes and Lockouts	Workers Involved	Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	977	1,054	482,180	10,894,190	0.53
*1975					
June	107	248	61,794	800,471	0.45
July	100	247	112,316	1,220,832	0.65
August	90	249	105,270	1,284,490	0.74
September	68	222	81,292	1,287,600	0.75
October	70	244	111,470	1,298,903	0.72
November	55	197	91,697	1,442,024	0.88
December	28	176	82,266	1,106,624	0.64
*1976					
January	33	164	54,590	842,250	0.49
February	46	170	148,145	603,130	0.37
March	71	170	172,468	483,060	0.25
April	66	157	303,708	702,250	0.40
May	85	177	268,076	707,930	0.42
June	118	238	190,197	1,183,080	0.62
January-June: 1975		643		3,253,720	0.31
January-June: 1976		550		4,521,700	0.42

*Preliminary.

STRIKES AND LOCKOUTS, JUNE 1976, BY INDUSTRY (Preliminary)

Industry	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Agriculture	—	—	—	—
Forestry	—	1	296	6,510
Fishing	1	1	350	350
Mines	9	21	11,938	126,960
Manufacturing	37	95	33,276	547,500
Construction	5	13	8,789	22,340
Transp. & Utilities	13	27	23,219	88,130
Trade	11	21	3,975	19,380
Finance	—	1	54	1,190
Service	27	42	96,321	359,100
Public administration	14	16	11,979	11,620
Various industries	—	—	—	—
TOTAL	117	238	190,197	1,183,080

(1) Covered under the Public Service Staff Relations Act.

STRIKES AND LOCKOUTS, JUNE 1976, BY JURISDICTION (Preliminary)

Jurisdiction	In Effect During Month			
	Number Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days
Newfoundland	4	13	819	7,340
Prince Edward Island	1	2	210	3,420
Nova Scotia	2	4	1,570	9,460
New Brunswick	—	1	1,180	25,290
Quebec	38	82	145,684	779,310
Ontario	36	73	10,244	119,830
Manitoba	5	6	5,746	25,900
Saskatchewan	10	14	1,825	17,690
Alberta	2	5	333	6,980
British Columbia	7	22	17,002	152,680
Yukon & N.W.T.	—	—	—	—
Total, provinces	105	222	184,613	1,147,900
Federal—Public Service (1)	3	3	414	860
Federal Industries (2)	9	13	5,170	34,320
Federal total	12	16	5,584	35,180
TOTAL	117	238	190,197	1,183,080

(2) Covered under the Canada Labour Code: Part V.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				June	Accu- mulated	Termi- nation Date	Result
Forestry							
Woodlands Enterprises, Prince Albert, Sask.	Woodworkers Loc. 1-184 (AFL-CIO/CLC)	296	6,510	8,730	May 19	Wages, fringes, other issues —	
Fishing & Trapping							
Prince Rupert Fisherman's Co-op., Prince Rupert, B.C.	Chartered Local (CLC)	350	350	350	June 07 June 07	Vacation allowances — Not reported —	
Mines							
METAL							
St. Lawrence Columbium & Metals Corp., Oka, Quebec	Steelworkers Loc. 7579 (AFL-CIO/CLC)	170	3,740	17,770	Feb. 03	Wages, fringe benefits —	
Gibraltar Mines Ltd., McLeese Lake, B.C.	Can. Ass'n of Industrial Wrks. Loc. 18 (CCU)	340	7,290	25,250	Mar. 19	Seniority, safety, mgmt. rights —	
Brunswick Mining & Smelting, Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,180	25,290	27,370	May 29	Wages, other issues —	
Int'l Nickel, Thompson, Manitoba	Steelworkers Loc. 6166 (AFL-CIO/CLC)	2,600	1,860	1,860	June 01 June 02	Not reported — Not reported —	
Whitehorse Copper Mines, Whitehorse, Yukon	Steelworkers Loc. 926 (AFL-CIO/CLC)	160	530	530	June 04 June 08	Slow negotiations — Referral to arbitration —	
Sherritt-Gordon Mines, Leaf Rapids, Manitoba	Steelworkers Loc. 8144 (AFL-CIO/CLC)	440	1,410	1,410	June 04 June 09	Not reported — Not reported —	
Sherritt-Gordon Mines, Lynn Lake, Manitoba	Steelworkers Loc. 5757 (AFL-CIO/CLC)	350	700	700	June 07 June 09	Not reported — Not reported —	
Inco Ltd., Thompson, Manitoba	Steelworkers Loc. 6166 (AFL-CIO/CLC)	2,450	21,000	21,000	June 16 June 28	Protesting AIB ruling — Return of workers —	
Iron Ore Co., Schefferville, Quebec	Steelworkers Loc. 5567, 6503 (AFL-CIO/CLC)	900	1,800	1,800	June 18 June 20	Fringes, working cond'ts — Injunction issued —	
Niobec Columbium Mine, Saint-Honoré, Québec	Steelworkers (AFL-CIO/CLC)	110	800	880	June 21	Wages, vacations, overtime —	
Whitehorse Copper Mines, Whitehorse, Yukon	Steelworkers Loc. 926 (AFL-CIO/CLC)	160	160	160	June 30	Wages —	
MINERAL FUELS							
Fording Coal (Cominco), Elkford, B.C.	Chartered Local Loc. 1702 (CLC)	100	2,200	4,000	May 05	Wages, length of contract —	
Fording Coal (Cominco), Elkford, B.C.	Steelworkers Loc. 7884 (AFL-CIO/CLC)	720	15,430	28,800	May 06	Wages, length of contract —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
					June	Accumulated	Termination Date	
	Chevron Standard, Edson & Fox Creek, Alberta		Oil Workers Loc. 9-909 (AFL-CIO/CLC)	175	3,750	6,250	May 13	Wages —
	Kaiser Resources, Sparwood, B.C.		United Mine Workers Loc. 7292 (CLC)	1,350	28,930	44,360	May 16	Wage rollback by AIB —
NON-METAL								
	Cassiar Asbestos, Cassiar, B.C.		Steelworkers Loc. 6536 (AFL-CIO/CLC)	439	2,510	2,510	June 23	Wages, fringe benefits —
QUARRIES								
	Adu Granite Inc., (7 co's) Beebe, Quebec		Steelworkers Loc. 7550 (AFL-CIO/CLC)	200	4,400	25,400	Dec. 29/ 1975	Not reported —
	Entreprises Lagacé, Chomedey, Quebec		Steelworkers Loc. 15458 (AFL-CIO/CLC)	147	1,030	4,710	Apr. 26 June 10	Fringe benefits, mgmt. rights — Not reported —
	Demix Laval Ltd., Laval, Quebec		Syndicat des employés de Demix (CNTU)	150	2,700	2,700	June 05	Wages, fringe benefits —

Manufacturing

FOOD & BEVERAGES

Pêcheurs unis du Québec, Newport & Rivières-au-Renard, Québec	Commerce Fed'n (CNTU)	464	10,210	14,210	May 18	Wages, working conditions —
Redpath Sugars, Montreal, Quebec	Bakery Wkrs. Loc. 333 (AFL-CIO/CLC)	350	5,980	5,980	June 07	Wages, working conditions —
St. Lawrence Sugar, Montreal, Quebec	Bakery Wkrs. Loc. 333 (AFL-CIO/CLC)	270	3,510	3,510	June 14	Wages —

RUBBER

Uniroyal Ltd., Kitchener, Ontario	Rubber Wkrs. Loc. 67 (AFL-CIO/CLC)	480	10,560	16,320	May 13 June 09	Wages —
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LEATHER

Rosita Shoes, Montreal, Quebec	CSD	384	8,450	64,690	Nov. 04/ 1975	Wages —
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TEXTILES

Celanese Canada, Sorel, Quebec	Syndicat des employés de Celanese (CNTU)	650	8,130	30,230	Apr. 12 June 17	Wages, fringes, grievances — Workers return, agreement reached —
Celanese Canada, Drummondville, Quebec	Syndicat des employés de Celanese (CNTU)	1,471	31,520	71,450	Apr. 26	Wages, fringes, other issues —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				June	Accumulated	Termination Date	
Location							Result
KNITTING MILLS							
National Knitting Mills, Toronto, Ontario	Textile Wkrs. Loc. 1865 (AFL-CIO/CLC)	215	1,080	1,080	June 24	Wages, fringe benefits —	
WOOD							
Canadian Forest Products, Huntting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,740	45,900	Sept. 13 1972	Shorter hours, elimination of piecework, rates of pay —	
Scierie Aimé Gaudreau, Estcourt, Québec	Syndicat des employés de scierie (CNTU)	118	2,600	9,270	Mar. 10	Wages, benefits —	
Sungold Mfg., Calgary, Alberta	Woodworkers Loc. 206 (AFL-CIO/CLC)	110	2,420	6,220	Apr. 13	Wages —	
Sask. Forest Products, various locations, Sask.	Woodworkers Loc. 1-184 (AFL-CIO/CLC)	407	6,100	14,540	May 06 June 22	Wages, fringe benefits — Terminated by mutual agreement —	
Bellerive Veneer & Plywood Mont-Laurier, Quebec	Carpenters Loc. 2399 (AFL-CIO/CLC)	166	3,650	3,650	May 31	Wages —	
FURNITURE & FIXTURES							
Art Laboratory Furniture, Co., Montreal, Quebec	Upholsterers Loc. 402 (AFL-CIO/CLC)	130	2,860	16,510	Dec. 05/ 1975	Not reported —	
Simmons Ltd., Montreal, Quebec	Upholsterers Loc. 402 (AFL-CIO/CLC)	350	6,650	8,050	May 09 June 28	Wages, COLA, piecework — Terminated by mutual agreement —	
All-Steel Canada, St. Laurent, Quebec	Steelworkers (AFL-CIO/CLC)	360	7,920	13,320	May 10	Wages, COLA, other issues —	
PAPER							
Domtar Construction Materials, Caledonia, Ontario	Steelworkers Loc. 14994 (AFL-CIO/CLC)	193	4,250	7,150	May 09	Wages, fringe benefits —	
Reed Paper Co., Dryden, Ontario	Various unions	1,044	12,630	12,630	June 14	Wages —	
Tahsis Co., Gold River, B.C.	Pulp, Paper & Woodworkers Loc. 11 (CCU)	387	390	390	June 24 June 25	Technological change — L.R.B. ruling —	
PRINTING & PUBLISHING							
Photoengravers & Electrotypes, Toronto, Ontario	Printing & Graphic Loc. 10 (AFL-CIO/CLC)	109	650	5,170	Apr. 02	Wages, other issues — Terminated by mutual agreement —	
PRIMARY METALS							
Ontario Malleable Iron, Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	4,840	25,520	Jan. 18	Wages, fringe benefits —	
Sidbec-Dosco, Contrecoeur, Quebec	Steelworkers various locs. (AFL-CIO/CLC)	1,190	25,500	47,150	May 06	Wages, fringes, hours of work —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		June	Accumulated		Result
Benn Iron Foundry, Wallaceburg, Ontario	Auto Workers Loc. 251 (CLC)	240	5,280	6,000	May 27	Wages —
Canada Valve Ltd., Kitchener, Ontario	Moulders Loc. 279 (AFL-CIO/CLC)	140	3,080	3,220	May 29	Wages, other issues —
Alcan, Kitimat, B.C.	Can. Ass'n of Smelter Wkrs. (CCU)	1,800	14,400	14,400	June 02 June 12	Increase rejected by A.I.B. — Return of workers —
Alcan, various locations, Quebec	Fed'n of Aluminum Unions (Ind.)	8,669	173,380	173,380	June 03	Wages, pensions, safety —
METAL FABRICATING						
Bell Copper Noranda Mines, Granisle, B.C.	Cdn Ass'n of Industrial Wkrs. Loc. 10 (CCU)	175	3,880	18,270	Feb. 07	Wages, fringe benefits —
Sidbec-Dosco Ltée, Montréal, Québec	Steelworkers (AFL-CIO/CLC)	1,000	21,430	37,100	May 10	Wages —
Sidbec-Dosco (Truscon), LaSalle, Quebec	Steelworkers Loc. 5063, 6025 (AFL-CIO/CLC)	234	5,140	8,650	May 10	Wages, fringe benefits —
Armco Canada, Guelph, Ontario	Steelworkers Loc. 4054 (AFL-CIO/CLC)	137	3,010	5,000	May 10	Length of contract —
Sidbec-Dosco Ltd., Etobicoke, Ontario	Steelworkers Loc. 5927, 5629 (AFL-CIO/CLC)	230	5,060	7,360	May 16	Wages —
E. H. Price Ltd., Winnipeg, Manitoba	Sheet Metal Wkrs. Loc. 511 (AFL-CIO/CLC)	130	70	70	June 04 June 07	Not reported — Not reported —
Westbank Industries, Regina, Saskatchewan	Steelworkers Loc. 4728 (AFL-CIO/CLC)	140	1,120	1,120	June 16 June 26	Wages — Terminated by mutual agreement —
MACHINERY						
Metal Industries Ass'n, Lower Mainland, B.C.	Various unions	741	13,340	13,340	June 07	Wages —
Sheldons Engineering, Cambridge, Ontario	Steelworkers Loc. 293 (AFL-CIO/CLC)	159	240	240	June 08 June 09	Wages, fringe benefits — Terminated by mutual agreement —
TRANSPORTATION EQUIPMENT						
Motor Wheel Corp., Chatham, Ontario	Auto Workers Loc. 127 (CLC)	588	12,940	17,640	May 19	Wages, fringe benefits —
Davie Shipbuilding, Lauzon, Quebec	Fed'n of Metal Trade Unions (CNTU)	1,858	39,020	39,020	June 01	
Hawker Siddeley, Halifax, N.S.	Marine Wkrs. Loc. 1 (CLC)	900	3,710	3,710	June 04 June 11	Dismissal of one worker — Not reported —
Skiroule Ltée, Wickham, Québec	Steelworkers Loc. 776 (AFL-CIO/CLC)	130	260	260	June 29	Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				June	Accumulated	Termination Date	
Location							Result
ELECTRICAL PRODUCTS							
A. Bélanger Ltée, Montmagny, Québec	CNTU		400	8,800	18,800	Apr. 26	Wages, fringes, other issues —
Canadian Chromalox, Rexdale, Ontario	Auto Wkrs. Loc. 252 (CLC)		479	10,540	17,250	May 14	Wages, fringe benefits —
Canada Wire & Cable, Simcoe, Ontario	Steelworkers Loc. 6187 (AFL-CIO/CLC)		222	1,030	3,560	May 16 June 07	Wages, length of contract — Not reported —
General Signal Appliances, Welland, Ontario	Steelworkers Loc. 6753 (AFL-CIO/CLC)		202	1,820	2,430	May 27 June 14	Wages — Terminated by mutual agreement —
Feranti-Packard, Weston, Ontario	U.E. Loc. 525 (CLC)		479	1,440	1,440	June 02 June 07	Wages, fringe benefits — Terminated by mutual agreement —
Great Lakes Carbon, Berthierville, Quebec	Fed'n of Metal Trades Unions (CNTU)		187	2,260	2,260	June 14	Wages, fringe benefits —
McGraw-Edison, Cambridge, Ontario	I.U.E. Loc. 595 (AFL-CIO/CLC)		125	440	440	June 18 June 23	Wages, hours — Terminated by mutual agreement —
NON-METALLIC MINERAL PRODUCTS							
Atlas Asbestos, Montreal, Quebec	Steelworkers Loc. 7932 (AFL-CIO/CLC)		360	360	360	June 14 June 15	Contract issues — Terminated by mutual agreement —
Several Ready-Mix Coes., Southern Ontario	Teamsters Loc. 141, 230, 879 (Ind.)		1,500	4,500	4,500	June 28	Wages, job security —
CHEMICAL PRODUCTS							
Canadian Industries Ltd., Nitro, Quebec	Féd. des synd. des mines (CSN)		360	7,920	32,400	Feb. 24	Wages, grievance, other contract issues —
C.I.L. Ltd., Nobel, Ontario	Steelworkers Loc. 13704 (AFL-CIO/CLC)		175	3,850	9,100	Apr. 15	Wages, other issues —
Sico Inc., Quebec & Montreal, Quebec	Fed'n of Metal Trades Unions (CNTU)		150	3,300	4,050	May 24	Wages, vacations —
Morgan Adhesives, Brampton, Ontario	Canadian Paperworkers Loc. 302 (CLC)		103	520	520	June 24	Wages, fringe benefits —
Construction							
P.E.I. Construction Ass'n, various locations, P.E.I.	IBEW Loc. 1432 (AFL-CIO/CLC)		110	2,420	8,800	Mar. 09	Dispute over hiring 2 men —
Heavy Const. Ass'n, Toronto, Ontario	Laborers Loc. 183 (AFL-CIO/CLC)		225	1,130	5,630	May 03 June 07	Wages, fringe benefits — Terminated by mutual agreement —
Metro Toronto Sewer & Water Ass'n, Toronto, Ontario	Laborers Loc. 183 & Teamsters Loc. 230 (Ind.) (AFL-CIO/CLC)		450	1,800	4,050	May 25 June 07	Wages, fringe benefits — Terminated by mutual agreement —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	
Location	Union		June	Accu- mulated	Termi- nation Date	Major Issues Result
Steeplejack & Masonry Ass'n, various locations, Quebec	Plasterers Loc. 172 (AFL-CIO/CLC)	100	1,200	1,200	May 31 June 17	Wages, fringe benefits — Return of workers —
Various Construction Cos., various locations, P.E.I.	Carpenters Loc. 1338 (AFL-CIO/CLC)	100	1,000	1,000	June 17	Contracting out of work —
Const. Ass'n Mgmt. Labour Bureau, various locations, N.S.	Plumbers Loc. 56 (AFL-CIO/CLC)	550	4,400	4,400	June 21	Wages —
Const. Lab. Relations Ass'n, province wide, B.C.	Various unions	7,200	9,700	9,700	June 23	Wages, fringes, other issues —

Transportation & Utilities

TRANSPORTATION

B.C. Railway, province wide, B.C.	Various unions	1,956	40,000	49,200	May 11 June 16	Wages — Not reported —
Transport Chauveau Ltée, Québec, Québec	Teamsters Loc. 106 (Ind.)	160	3,520	5,760	May 11	Wages —
Air Canada (finance branch), Winnipeg, Manitoba	Airline Empls. Loc. 202 (CLC)	529	5,820	5,820	June 16	Job security, classification —
Airlines (eight), Canada wide	Airline Pilots Ass'n (Ind.)	2,800	17,000	17,000	June 20 June 28	Use of french language —
Gov't of Canada (Transport), various airports, Canada	PIPS (Inspectors) (Ind.)	178	330	330	June 25	Protesting AIB roll back — Not reported —
Ministry of Transport, Canada, West Coast, B.C.	PIPS (Ind.)	200	350	350	June 25	Protesting AIB ruling —

COMMUNICATION

Canadian National Telegraphs, Gander, Newfoundland	Railway Transport & General Wkrs. (CLC)	120	2,640	10,560	Feb. 28	Dispute over shift scheduling —
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POWER, GAS, WATER

Union Gas Ltd., Southwest Ontario	Various unions	264	400	800	May 20 June 02	Wages, fringe benefits — Agreement reached —
Hydro-Quebec, province wide, Quebec	Public Empls. (CLC)	9,500	4,750	4,750	June 03 June 03	Wages, other issues —
Hydro-Quebec, province wide, Quebec	Public Empls. (CLC)	6,000	3,000	3,000	June 09 June 09	Wages, other issues — Return of workers —
CBC Radio-Canada, Montreal, Quebec	NABET Loc. 62 (AFL-CIO/CLC)	1,000	4,500	4,500	June 21 June 25	Benefits for covering Olympics — Court injunction —

ACCOMMODATION & FOOD

Island Hall Hotel, Parksville, B.C.	Hotel Empls. Loc. 835 (AFL-CIO/CLC)	104	310	13,150	Dec. 11/ 1975	Not reported —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	June	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
Trade						
Société des Alcools du Québec, province wide, Québec	Fed'n of Public Service Empls. (CNTU)	1,500	3,000	3,000	June 04 June 07	Wages, job security, seniority — Return of workers —
K-Mart Stores, Windsor, Ontario	Food Workers Loc. 725 (AFL-CIO/CLC)	200	3,170	3,170	June 09	Wages, union shop —
Mussens Ltd., Lachine, Quebec	Auto Workers Loc. 1415 (CLC)	175	1,400	1,400	June 16 June 28	Wages, AIB ruling — Terminated by mutual agreement —
Société des Alcools du Québec, province wide, Québec	Fed'n of Public Service Empls. (CNTU)	1,500	3,000	3,000	June 17 June 21	Wages, job security, seniority — Return of workers —
Kresge Co., Mississauga, Ontario	Teamsters Loc. 419 (Ind.)	100	330	330	June 26	Contract language —
Service						
HEALTH & WELFARE						
Hôpital St-Joseph, La Tuque, Québec	Social Affairs Fed'n (CNTU)	325	6,960	22,750	Mar. 25	Wages, fringes, classification —
Hôpital Hôtel-Dieu, Sorel, Québec	Social Affairs Fed'n (CNTU)	589	12,620	36,600	Apr. 05	Wages, other matters —
Hôtel-Dieu d'Arthabaska, Arthabaska, Québec	Social Affairs Fed'n (CNTU)	850	18,210	50,990	Apr. 08	Wages, fringe benefits —
Grace General Hospital, St. John's, Nfld.	Public Empls. Loc. 1271 (CLC)	400	1,170	1,170	June 09 June 13	Suspension of some workers — Commission of inquiry —
Maison Notre-Dame de Laval, Laval, Québec	Syndicat des employés de maison Notre- Dame (CNTU)	261	2,770	2,770	June 16	Contract issues —
Various Quebec Hospitals, various locations, Que.	Quebec Fed'n of Nurses	5,500	55,000	55,000	June 17	Wages, work schedules —
Various Quebec Hospitals, various locations, Que.	Social Affairs Fed'n (CNTU)	65,000	195,000	195,000	June 17 June 19	Wages, work schedules — Agmt. reached, non-profs. return —
Various Quebec Hospitals, various locations, Que.	Quebec Fed'n of Labour (CLC)	20,000	40,000	40,000	June 17 June 18	Wages, work schedules — Agmt. reached, non-profs. return —
Various Hospitals (23) Montreal & Quebec, Que.	Social Affairs Fed'n (CNTU)	900	8,360	8,360	June 18	Wages —
Pioneer Village Nursing Home, Regina, Saskatchewan	Public Empls. Loc. 1138 & Service Empls. (CLC) (AFL-CIO/CLC)	256	510	510	June 21 June 23	Wages, other issues — Return of workers —
St. Anthony's Home, Moose Jaw, Sask.	Public Empls. Loc. 299 (AFL-CIO/CLC)	132	260	260	June 28 June 30	Not reported — Not reported —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JUNE, 1976 (Preliminary) (Concl'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
			June	Accumulated	Termination Date	
Location	Union					Result
MISCELLANEOUS						
Mid-Island Public Employees Ass'n., Nanaimo & Ladysmith, B.C.	Public Empls. Loc. 401 (CLC)	600	4,200	21,330	Apr. 01 June 10	Fringes, other issues — Industrial inquiry commission —
Mid-Island Public Employees Ass'n., Nanaimo & Ladysmith, B.C.	Public Empls. Loc. 606 (CLC)	230	1,610	10,580	Apr. 05 June 10	Fringes, other issues — Industrial inquiry commission —
Public Administration						
PROVINCIAL						
Gouvernement du Québec, Québec, Québec	Fed'n of Public Service Empls. (CNTU)	3,600	1,800	1,800	June 04 June 04	Slow negotiations — Return of professionals —
Gouvernement du Québec, various locations, Que.	Fed'n of Professional Empls. (CNTU)	2,200	1,100	1,100	June 07 June 07	Slow negotiations — Return of professionals —
Workers Compensation Board, Regina, Sask.	Sask. Gov't Empls. Ass'n (CLC)	135	140	140	June 14 June 15	Not reported — Not reported —
Gouvernement du Québec, various locations, Que.	Fed'n des professionnels (CSN)	5,200	2,600	2,600	June 30 June 30	Slow negotiations — Return of prof. empls.
LOCAL						
Borough of North York, Willowdale, Ontario	Public Empls. Loc. 94 (CLC)	720	2,160	2,160	May 31 June 04	Wages, fringes, other issues —
Ville de Boucherville, Boucherville, Québec	Public Empls. Loc. 962 (CLC)	110	1,100	1,100	June 07 June 21	Wages — Agreement reached —

GENERAL MINIMUM RATES FOR EXPERIENCED ADULT WORKERS

Federal	\$2.90 effective April 1, 1976
Alberta	\$2.75 effective March 1, 1976
British Columbia	\$3.00 effective June 1, 1976
Manitoba	\$2.95 effective September 1, 1976
New Brunswick . .	\$2.55 effective June 1, 1976 \$2.80 effective November 1, 1976
Newfoundland . . .	\$2.50 effective January 1, 1976
Nova Scotia	\$2.50 effective January 1, 1976 \$2.75 effective January 1, 1977
Ontario	\$2.65 effective March 15, 1976
Prince Edward Island	\$2.50 effective July 1, 1976
Québec	\$2.87 effective July 1, 1976
Saskatchewan . . .	\$2.80 effective January 1, 1976
Northwest Territories	\$3.00 effective June 7, 1976
Yukon Territory*	\$3.00 effective April 1, 1976

*Federal rate plus 10 cents.

MINIMUM WAGES RATES FOR YOUNG WORKERS AND STUDENTS*

Jurisdiction	Rates per hour	Effective date
Federal	Employees under 17: \$2.65	April 1, 1976
Alberta	Employees under 18: \$2.60	March 1, 1976
	Students under 18 employed part-time \$2.25	March 1, 1976
British Columbia	Employees 17 and under: \$2.60	June 1, 1976
Manitoba	Employees under 18: \$2.70	September 1, 1976
Nova Scotia	Underage employees: 14 to 18 years \$2.50	January 1, 1976
Ontario	Students under 18 employed for not more than 28 hours in a week or during a school holiday: \$2.15	March 15, 1976
Prince Edward Island	Employees under 18: \$2.20	July 1, 1976
Québec	Employees under 18: \$2.67	July 1, 1976
Northwest Territories	Employees under 17: \$2.55	June 7, 1976

*New Brunswick, Newfoundland, Saskatchewan and Yukon Territory have no special rates.

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. (1975 edition).

Labour data

Union Growth in Canada in the Sixties. A 202-page report containing analysis and detailed data on union membership by province and industry during the period 1957-1970. (Bilingual) Price \$5.00 (\$6.00 outside Canada). Cat. No. L41-9/1976-1.

Labour Organizations in Canada, 1974-75 (annual). A directory of labour organizations including principal officers, union publications, provincial distribution of locals, and statistics on union membership affiliation. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-2/1975.

Strikes and Lockouts in Canada, 1973 (annual). Contains a variety of statistics on strikes and lockouts, including number of incidents, workers involved and duration in man-days. Information is provided on all strikes and lockouts involving 100 or more workers. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-1/1973.

Wage Rates, Salaries and Hours of Labour, 1975 (annual). A series of 30 community reports and a Canada report containing information on wage rates, salaries and hours of labour at October 1, 1975. Wage rate data are provided for a number of office and service occupations, maintenance trades, labourers and specific industry occupations. Breakdowns for wage rates include major industry group, size of establishment and union/non-union (Bilingual). Various prices. Cat. No. L2-5/1975 (Community).

Working Conditions in Canadian Industry, 1974 (annual). Contains statistical data, effective October 1, on hours of work, paid holidays and vacations, and extent of unionization for office, non-office and other employees. Includes breakdowns by province and industry. Price \$2.50 (\$3.00 outside Canada). Cat. No. L2-15/1974.

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1976. A comparative summary of human rights legislation in all Canadian jurisdictions including major legislative developments of 1975. Available in either English or French. Price \$2.00 in Canada, \$2.40 in other countries. DSS catalogue no. L34-23/1976

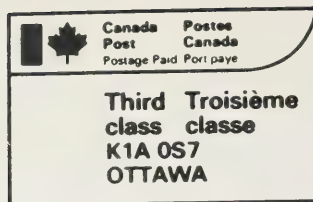
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library, Accident Prevention Division, 1974. Free.

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november 1976



the multinationals
and industrial relations

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 11, November 1976

NEWS BRIEFS

571	MULTINATIONALS	573	RETIREMENT	574	THE ECONOMY
	• Unionists welcome OECD guidelines		• Compulsory retirement at 65 denounced		• Tripartite policy making a long way off — Malles
571	MANUFACTURING	573	MANAGEMENT	575	UNIONS
	• Shoe industry receives help from government		• Middle-management may soon unionize		• New chemical workers' union certified in Que.
572	EMPLOYMENT	574	WOMEN	575	LABOUR LEGISLATION
	• Old people will work if given the opportunity		• In "men's" jobs		• Job-site stewards in Quebec construction
	• Senate committee reports on manpower training	574	THE ILO	575	HEALTH AND SAFETY
	• Engineering graduates face poor job prospects		• Canada's stance on health and safety		• Major diseases linked to industrial processes
		574	BUSINESS	575	BOOKS
			• Women directors		• New dictionary of labour terms

FEATURES

576	Industrial relations and the multinational corporation — an international perspective by Robert J. Davies
582	The impact of the multinationals on industrial relations practice by Everett M. Kassalow
593	The multinationals — another major hurdle for organized labour by Daniel Benedict
599	The response of international organizations to transnational corporations by Kari Tapiola
605	A profile of the first-line supervisor by J.W. Westcott and Marijane Terry
608	A report from the Trades Union Congress: Britain's unemployment crisis endangers "social contract" by John Bank
610	Changes in provincial social assistance legislation in 1975

DEPARTMENTS

616	FORUM	
	• Professor critical of unionists' views on co-determination	
617	BOOKS	
	• Union Growth in Canada in the Sixties, by J.K. Eaton —reviewed by Roy LaBerge	
		• Working in Canada edited by Walter Johnson —reviewed by Jane E. Burton
619	FIFTY YEARS AGO	
	• musician's will	• "no accident" bonus
620	PRICES AND EMPLOYMENT	
621	ADDITIONS TO THE LIBRARY	
624	LABOUR STATISTICS	
632	MINIMUM WAGE RATES	



Highlights of readership survey

All *Labour Gazette* subscribers were invited to participate in our survey. The return rate was a disappointment. Nevertheless, we are happy to have 125 completed surveys containing answers to 58 questions about *Gazette* readers and how they react to the magazine. Traditionally, our readers are not great letter-to-the-editor writers, so we're more than grateful for the feedback we received.

The questions on the survey were in five groups:

1. An attempt to determine a reader profile.
2. Questions about our regular sections.
3. Questions about the topics covered.
4. Thoughts on the quality of the magazine and suggestions for future editorial plans.
5. Blank space for additional comments.

The survey confirmed a few ideas we had about our readers, and injected a few new ones. The statisticians reading this may wonder about the reliability of the selection method, because we are unable to compare our group of 125 to the total readership. That is a valid point, but at least now we have these opinions, so let us examine that group:

- They are primarily in education (27 per cent); government (25 per cent); unions (21 per cent); business (14 per cent); and the news media (6 per cent).

- Most are in managerial and administrative occupations (36 per cent), social sciences (28 per cent), and occupations related to the media (15 per cent).

- As many as 48 per cent are in organizations with more than 1,000 employees. Only 10 per cent are in companies or institutions with 50 employees or less. Another 21 per cent work in a group of 301 to 1,000 employees, and 18 per cent are in organizations with 51 to 300 employees.

- Two thirds have a university degree and an equal proportion earn more than \$20,000 a year. Forty per cent are over 45 years of age.

- Most live in Ontario (49 per cent), British Columbia (20 per cent), and Quebec (13 per cent).

Replies to questions on the usefulness of our regular sections indicated that "very useful" are News Briefs (65 per cent), Labour Legislation (66 per cent), Labour Statistics (52 per cent), Forum (41 per cent) and Books (40 per cent).

The questionnaire section that looked into preferences for article topics was revealing. Topics that most respondents found of "considerable interest" were:

- Techniques to resolve labour-management disputes and maintain industrial harmony (81 per cent).
- The Canadian economy (62 per cent).
- Job satisfaction, motivation (61 per cent).

- The labour movement, unions, their leaders (61 per cent).

- Industrial relations in particular sectors of the economy, affecting particular groups (59 per cent).


- Labour costs and productivity (58 per cent).

Every topic listed in our questionnaire held at least "some interest" to more than 80 per cent of survey respondents.

The vast majority of replies indicated a favourable disposition to the *Gazette*. More than 82 per cent expressed satisfaction with the present mix of articles, 87 per cent of respondents read the *Gazette* for news and information that they do not get from other sources, and 85 per cent like the magazine's presentation, format and appearance.

Two thirds of respondents expressed an interest in more articles of analysis and opinion, 58 per cent said they would like to see more articles by non-government experts and more reports on labour-related research.

Most respondents — 86 per cent to be exact — described the *Gazette* as "informative," 71 per cent as "useful" and 40 per cent as "valuable." Ten per cent think the magazine is "generally behind times," 2 per cent think it is "superficial."

We were gratified to learn that most of our respondents keep the *Gazette* on file for reference. Only 8 per cent put it in a reception area and 2 per cent discard it after reading it. 

NEWS BRIEFS

MULTINATIONALS

Unionists welcome OECD guidelines

The guidelines for multinational enterprises adopted in July by the Organization for Economic Co-operation and Development have been welcomed by the organization's trade union advisory committee as a "first result" of its efforts.

But the committee has made it clear it will continue to press for a tightening-up of the guidelines, including the nine-point section on industrial relations and employment.

That section calls on multinational corporations to:

- respect the right of employees to be represented by unions;
- provide employee representatives with the facilities they need to extend the development of effective collective agreements, and the information needed for meaningful negotiations on conditions of employment;
- provide employee representatives — where this is in accordance with local law and practice — with information enabling them to obtain a true and fair view of the performance of the enterprise;
- to the maximum extent possible, use members of the local labour force and train and prepare them for upgrading;

- observe standards of employment and industrial relations no less favourable than those of comparable local employers;

- provide reasonable notice of operational changes — such as closures and redundancies — that would have a major impact on employees' livelihoods, and co-operate with worker representatives and appropriate government authorities to mitigate their adverse effects;

- implement employment opportunities without discrimination, unless selectivity on the grounds of employee characteristics is practised in order to further establish government equal-opportunity policies;

- avoid the threat of the transfer of production to influence unfairly *bona fide* negotiations or the right to organize;

- enable employee representatives to conduct negotiations with representatives of management who are authorized to take decisions on matters under negotiation.

MANUFACTURING

Shoe industry receives help from government

Canada's footwear industry is getting help from the Department of Industry, Trade and Commerce in the form of a \$1 million grant to

help establish a new Footwear and Leather Institute of Canada.

The Institute will provide management consulting services to the footwear and tanning industries, gather statistical data, and prepare marketing strategies and advisory services for all areas of management.

About 180 footwear and tanning companies employing about 22,000 people — most of them in Ontario and Quebec — are eligible for membership.

Canada's shoe industry is seriously threatened by low-cost imports, and last year its production dropped by 10 per cent. One of the industry's problems — a high rate of labour turnover — was the subject of a study headed by Bernard Portis, an associate professor of the School of Business Administration at the University of Western Ontario.

His study, based on consultation with people in the industry and examination of personnel and payroll records, makes several recommendations for reducing labour turnover "which can cost large shoe plants of 200 or more employees...\$100,000 or more per year."

"A distressed industry, such as the Canadian shoe industry, cannot afford such increases in labour and training costs," Portis concludes. Among his recommendations: closer co-operation with Canada Manpower and other government agencies in recruiting and training employees; improved selection and orientation of new employees; more attention to improving wages and working conditions — including use of individual piece rates or group incentives; and more experimentation with new methods of training and motivating both production workers and foremen.

Portis' 52-page report, entitled *Reducing Labour Turnover in the Canadian Shoe Industry*, is available from the School of Business Administration at the University of Western Ontario.

EMPLOYMENT

Old people will work if given the opportunity

Ben Malkin, in an article for the Ottawa daily newspaper, *The Citizen*, says old people don't need unemployment insurance or tax incentives to stay on in the labour force — all they need is the opportunity.

He takes issue with a recent proposal by Kris Kristjanson, a vice-president of the Great-West Life Assurance Company, that people over 65 should be encouraged to work with the incentive of paying no income tax.

Malkin says the elderly when working, should pay taxes on their income from that work and he doubts that they need such an incentive anyway. "The extra money is always useful," he writes. "But the feeling of usefulness is even more valuable. A person who has worked for 45 or 50 years doesn't need a special incentive to go on working for a few hours every day. What he needs is the opportunity."

Senate committee reports on manpower training

A Senate committee has made some proposals aimed at getting better value for the \$100 million a year the federal manpower division

is spending on basic educational training.

The committee wants referrals for such training to be made only on the basis of encouraging trainees "to complete a course of studies intended to improve their employability." The training allowances should not be used "to provide a temporary substitute for other forms of maintenance."

The 141-page *Report of the Standing Senate Committee on National Finance on Canada Manpower*, made public Sept. 8, also says more of the training should be provided "in the employment environment" and less in community college classrooms.

The committee wants a pilot project set up "to explore the potential of private industry to give trainees institutional-style courses combining practical experience with the theoretical background. Such institutional training in industry might be commissioned on the basis of a review of competitive tenders submitted by interested employers."

The committee also wants the manpower division to improve its communication both with the public and with the personnel in its individual manpower centres, and to establish management review teams to make continuing assessment of the performance of the centres.

The committee expresses its concern that basic educational training "an area which is essentially a provincial responsibility" is costing the manpower division more than \$100 million a year. It says the division should be more insistent that the skill training programs it purchases from the provinces "are more closely related to current local labour market needs."

The committee also recommends that representatives of business and labour be included in both the planning and assessment of manpower training courses.

Other recommendations include:

- That the division give explicit recognition to the functional division of duties performed by counsellors in the centres: "Those directly involved in the actual referral of job-ready clients to specific job orders should be designated 'placement officers.' Those responsible for in-depth vocational and employment counselling should retain the title 'manpower counsellor'."

- While it is important to help the handicapped to obtain productive employment, "expenditure by the division of both money and effort on this activity should not lead to the neglect of those job seekers who are job-ready or can be made so through the established training and counselling services of Canada Manpower."

- Strict control be exercised over any expansion of the training program, to ensure that it is "more directly related to the provision of immediate opportunities for employment than it appears to be at present."

The committee also recommends continuance of the Student Manpower Centres, and supports the public relations programs designed to encourage employers to hire students. It also recommends that the Local Initiatives Program be continued "on a contingency basis subject to a full annual reassessment."

It says Local Employment Assistance Programs should have, as an important part of their preliminary planning "a full and realistic assessment of the possibilities for successful placement

of the participants.” It also recommends that contracts to establish and supervise LEAP projects be extended “to suitable profit making organizations which agree to accept disadvantaged job seekers for a period of training and possibly retain the trainee in employment at the conclusion of the contract training.”

Engineering graduates face poor job prospects

The supply of new bachelor’s level engineering graduates in Canada is expected to exceed demand from 1979 to 1984, according to a new report commissioned by Technical Service Council/Le Conseil de Placement Professionnel.

Nevertheless, their job prospects are expected to be much better than those of general arts or general science graduates, say researchers E.B. Harvey and K.S.R. Murthy in their 39-page study, *Engineering Manpower, Demand and Supply: Further Estimates*.

The report reiterates a finding of a previous study by the two authors: that Canadian employers are interested mainly in graduates with a single degree.

They also conclude that graduates with advanced degrees are normally unwilling to compete for jobs with graduates holding bachelor’s degrees. They predict that demand for new engineering graduates will exceed supply until late 1978, when supply will overtake demand.

lative and judicial salaries, predicts this result from a current “boom in executive self-interest.”

Before the 1950s, he writes, many generations of industry’s managers equated their career interests with the success of their employer. But today “job-hopping among policy-level managers appears to be increasing at a rate close to 20 per cent annually.”

He said higher-level executives obviously won’t need an organization to further their interests, but that organizational efforts for collective bargaining are likely to occur in middle-management ranks, “both numerous and important to corporate responsibility.”

“Chain-store managers, department store buyers, regional sales managers, product managers and key manufacturing managers fall into this category,” Patton observes.

RETIREMENT

Compulsory retirement at sixty-five denounced

Dr. Gustave Gingras, director of the Rehabilitation Institute of Montreal, blames compulsory retirement on Bismark.

The Canadian Press news agency quotes Gingras as saying that the German social insurance system established by Bismark in 1889 fixed the retirement age at 65. The other European countries followed suit, and the idea spread to North America.

“This was in an era when the average span of life was in the late 30s,” he is quoted as saying. “Today there is no scientific, social or gerontological basis for selecting 65. Age should be

measured by achievements, not birthdays...” “The decision to stop working should be a matter of to each his own.”

MANAGEMENT

Middle-management may soon unionize

Middle-management personnel may be the next group to turn to union organization and collective bargaining, according to an article in the U.S. periodical, *Business Week*.

Arch Patton, recently retired director of McKinsey and Co. and chairman of the latest presidential commission on executive, legis-

“How such an executive union would pursue its self-interest objectives obviously depends on conditions existing at the time. It seems reasonable, however, to expect that no such union would be organized at all unless the jobs or pay levels of those middle-management executives were threatened. A flood of cut-rate job applicants might make job holders uneasy. Or perhaps the promotion rate of young executives would prove to be far below their expectation level.

“Since population trends indicate that both conditions are likely to occur at some point during the coming decade, top management in the not too distant future may well find itself coping with the ultimate weapon of self-interest — collective bargaining — among its executive personnel.”

WOMEN

In "men's" jobs

Women are moving in greater numbers into jobs once considered suitable only for men in the United States.

U.S. Labor department statistics show that at the end of 1975, women held about 18 per cent of all blue-collar jobs. In 1960 they held only 14.9 per cent.

Assistant Labor Secretary William Kolberg says they're working in "practically every type of occupation that was once the private domain of men, whether it's subway construction, bridge building, boilermaking, bulldozing,

truck driving or running big newspaper presses—all tough and dirty or dangerous jobs."

BUSINESS

Women directors

More than 200 women are directors of 239 major United States corporations, according to a list published in *Business & Society Review*. Fewer than one third of them, however, come from the corporate world, and almost all of them were appointed in the past three years. Before 1972, only a handful of corporate boards had women members, frequently relatives of company founders or presidents.

country's economic problems, writes Paul Malles in *The Road to Consensus Policies: Challenges and Realities*.

The report discusses "tripartism" and the possibilities of consultative arrangements for achieving consensus among the major "social partners" — labour, business and government. It notes many institutional barriers — federal, provincial, and municipal governmental jurisdictions; wide regional diversity of geography, climate and resources; and in the private sector, only a limited organizational base for business and labour, with neither base having the power to commit its constituents.

"The habits of co-operation and collaboration that developed in Europe during the postwar period are largely lacking in this country, reflecting the absence of the kinds of powerful unifying forces and motivating factors which emerged in Europe during and following the War," the report notes.

Yet, Canada's economic problems have multiplied — unemployment, inflation, balance of payments, cost and price competitiveness, concern about disincentives to investment, the prospect of energy shortages, and, above all, the possibility of a less-rapid rate of economic growth in future.

Malles says this could result in an intensification of the struggle for income shares, more social divisiveness, and an aggravation of the confrontation-adversary style of managing our affairs that has been so typical of the past.

Thus, he concludes, there are grounds for seeking more mature, more collaborative, more co-operative ways of resolving economic difficulties.

THE ILO

Canada's stance on health and safety

A document entitled *Where Canada Stands* is available free from the Canada Department of Labour. It discusses six International Labour Organization conventions on occupational health and safety — radiation protection, benzene poisoning, occupational cancer, guarding of machinery, maximum permissible weight, and hygiene in commerce and offices.

An introduction describes ILO's activities in setting standards, and separate chapters summarize the conventions and describe the extent to which various Canadian

jurisdictions comply with them and the action required in each jurisdiction to achieve compliance.

Volume 2 contains the full text of the conventions and a more detailed analysis of Canadian legislation.

THE ECONOMY

Tripartite policy-making a long way off — Malles

The road to "consensus" policy-making in Canada may be a rocky one, a report for the Conference Board in Canada finds.

Nevertheless, there are grounds for seeking "more mature, more co-operative ways," of solving the

UNIONS

New chemical workers' union certified in Que.

The new Canadian Chemical Workers Union has received its first certification in Quebec — as bargaining agent for employees at the Canbro metal powders plant in Valleyfield.

The new union has been established by locals breaking away from the International Chemical Workers Union. The vice-president of the CCWU, Bernard Boulanger of Montreal, was formerly Quebec director for the ICWU.

The disagreement centered on a rise in international union dues and resistance from the international leadership to proposals for a merger with the Oil, Chemical and Atomic Workers International Union.

LABOUR LEGISLATION

Job-site stewards in Quebec construction

Substantial amendments were made to the Construction Industry Labour Relations Act in Quebec as a result of the Cliche commission inquiry into the Quebec construction industry.

Bill 30, which received Royal Assent May 22, 1975 provided — among other things — for election by secret ballot of every job-site steward. These provisions became law September 15, 1976. Every job-

steward must be elected by a majority of union members on the job site. An increase of 50 job-site employees who are members of the union entitles the employees to elect one additional steward. The time allocated for union activities may not exceed three hours per working day. Where a longer period of time is necessary, the job-site steward must account for his prolonged absence to his employer.

The amendment provides that the job-site steward may enjoy a preference of employment if he represents seven employees who are members of his union and if there is work to be done in his trade. The steward may also benefit from leave without pay for the purpose of vocational training, under the provisions of the new bill.

HEALTH AND SAFETY

Major diseases linked to industrial processes

A two-year Ford Foundation study concludes that a "significant" proportion of heart disease, cancer and respiratory disease "may stem from the industrial process."

In *Crisis in the Work Place: Occupational Disease and Injury*, published by MIT Press, Dr. Nicholas A. Ashford says that diseases related to work have only recently come to public attention, although there has been a long-standing concern with accident prevention and industrial safety.

Dr. Ashford also contends that action to correct occupational

health hazards may create more jobs than it eliminates. He cites the discovery that vinyl chloride could cause cancer of the liver. It was at first feared that banning the chemical would wipe out a number of jobs. Instead, he says, Goodrich designed a whole new technology and fewer than 100 people lost their jobs as a result.

BOOKS

New dictionary of labour terms

Laval University has published a bilingual dictionary defining more than 4,000 industrial relations terms.

The 662-page *Dictionnaire canadien des relations du travail* (Canadian Dictionary of Industrial Relations), is divided into three parts: definitions in French, definitions in English with their French equivalents, and a directory of labour, employer and government organizations.

The dictionary also has a chronology of federal and Quebec labour legislation and important events in industrial relations in Canada and abroad, as well as statistical tables.

The Canadian Labour Congress bi-weekly publication, *Canadian Labour Comment*, describes the dictionary as "the most comprehensive work of its nature ever published in the field of Canadian industrial relations."

It is available from Les Presses de l'Université Laval, Ste. Foy, Québec. The price of the hardcover edition is \$30. [ig]

Industrial relations and the multinational corporation — an international perspective

by Robert J. Davies

Since the late 1950s the absolute magnitude of foreign direct investment has grown rapidly, outstripping both the growth in international trade and world output. Moreover, an increasing proportion of this investment can be attributed to multinational corporations (MNCs). These giant enterprises, the great majority of which are U.S.-based, now account for approximately one fifth of the total output of the non-Communist world.

These developments have raised a variety of complex issues for the governments of both host countries — those in which foreign subsidiaries of multinationals have been established — and source countries — those in which corporate headquarters are located. The challenge of the multinational is not confined to national governments, however. Their global structure and flexibility also poses a significant threat to the power of national labour unions.

In particular, the growth of the multinational corporation has added an international dimension to the variety of traditionally domestic concerns of labour unions. Job security, employment prospects, union recognition are areas where unions are faced with the need to develop a tactical response to an enterprise whose operations are not confined within

Robert J. Davies is an economist and freelance writer based in London.

the jurisdiction of any single labour movement. They are, as one observer has aptly put it, national institutions facing an international challenge, and this fact has given rise to a widespread belief among unionists that the growth of the multinational has brought about a significant reduction in the bargaining power of organized labour vis-à-vis management.

Not surprisingly, the corporations do not share labour's conviction as to the adverse effects of the growth of multinationalism. As far as they are concerned, many of the problems alleged to be associated with multinationals have been greatly exaggerated, and this they see as being particularly true in the area of industrial relations. In support of

One of the most disturbing features of the multinational corporation is its apparent power to transfer production from one country to another

this contention, they point to their record of successful adaptation to local labour relations practices, their payment of above-average wages, and their provision of good working conditions and extensive fringe benefits. In all these areas, moreover, they can cite as confirmation the findings of a variety of studies by such organizations as the International Labour Office.

Has the multinational threat to organized labour therefore been over-emphasized? For unions in both source and host countries, one of the most disturbing features of the multinational corporation is its apparent power to transfer production, either temporarily or permanently, from one country to another. Used as a temporary expedient, production switching may be employed to lessen the economic impact of a strike on the multinational's operations, and thereby greatly reduce the effectiveness of this weapon as a means of pressing a pay demand or redressing a grievance. Alternatively, production may be relocated on a permanent basis in order to take advantage of lower unit labour costs or weak unions. Indeed, it has been suggested that during the process of collective bargaining the mere threat of a transfer of production may be enough to seriously weaken the union's bargaining position.

Production switching clearly constitutes a potentially serious threat to the authority of nationally-based unions. However, it is important that this threat be placed in its true perspective. While unions maintain that transfers of production have occurred in practice, other commentators have pointed to the obstacles blocking such action. For example, the ability to switch production in the short run clearly depends upon the multinational's product being sufficiently standardized internationally, as well as upon the availability of spare capacity or stockpiles at overseas plants. For some firms the nature of their product may make it relatively easy to switch production from one plant to another, maintain reserve capacity, or accumulate stocks as an insurance against a strike. But for others, rapid switches of production may be difficult, and the cost of maintaining spare capacity or stockpiles prohibitively high.

Account must also be taken of the type of industrial organization that characterizes the multinational. Vertically-integrated firms — those that control successive stages of the production process — may, in fact, be more vulnerable to trade union pressure than the average domestic firm, because a strike at one plant may well deprive plants in other countries of essential raw materials or components.

Similarly, where a firm has rationalized its operations by concentrating the production of certain components at different subsidiaries, a work stoppage at one plant may cause disruption simultaneously in several countries. For example, when Ford of Britain was hit by a month-long strike in 1969 it lost production worth nearly \$27 million in

Over a period of years a multinational may be able to significantly alter the pattern of its international operations...

Belgium and Germany in addition to the \$89 million it lost in the U.K.

Clearly then, the structure of the multinational, the nature of its product, and the international organization of its production process are all likely to be key variables in determining the extent to which it is possible to employ temporary production switching. For this reason, these variables are also crucial in determining the ultimate balance of advantage between unions and management at the bargaining table. Broad generalizations that do not take this into account are therefore likely to be highly misleading.

However, if the ability to switch production on a temporary basis does not extend to all multinationals, this is not necessarily true of their future investment plans. Over a period of years a multinational may be able to significantly alter the pattern of its international operations by building up some subsidiaries faster than others — a prospect that may be used to great effect at the bargaining table. Indeed, the Massey-Ferguson Company of Toronto employed this tactic in 1968 when it threatened to concentrate its future expansion overseas if its Canadian workers continued to pursue demands for equal pay with their U.S. counterparts.

A related cause of concern among labour unions is the stance that a

number of national governments have adopted toward multinationals in an attempt to take advantage of their international flexibility in the allocation of future investment funds. For example, the International Confederation of Free Trade Unions — a confederation of the various International Trade Secretariats, which are in turn composed of affiliated national trade unions in specific industries — has expressed grave concern over “the growing practice of governments to indulge in an auction of incentives, offering anti-trade union measures among other inducements in an effort to attract foreign investment.” In fact, this statement effectively summarizes the fears of many unionists that multinationals are a potentially footloose breed with a strong affinity for locations where there are low wages, weak unions, favourable tax laws and hospitable pro-management legislation.

Once again, however, generalizations are impossible. Even in the long run a multinational may not be nearly so mobile as is often supposed. Indeed, the shut-down of a plant in one country and the transfer of its production to another may prove to be highly problematical, in practice. In the first place, a company may stand to lose a considerable amount of fixed investment, not only in terms of plant and equipment, but also in terms of trained manpower and customer goodwill. Alternatively, it may find itself liable for the payment of extensive severance compensation.

More importantly, however, when considering a transfer of production, a multinational will certainly take into account not only labour relations and labour costs in the new location, but also such factors as the rate of inflation in the country, its political

stability, the possibility that the firm's assets might be nationalized, tariff regulations, the degree of government intervention and the skill level of the labour force. Moreover, multinationals are only too well aware that over the life of an investment, both labour costs and the industrial relations climate can alter dramatically, thereby negating a decision based on these criteria alone.

Labour unions have always considered it essential that they have ready access within an enterprise to the source of decision-making authority on industrial relations and related issues. Not surprisingly therefore, they have expressed grave concern over the emphasis that some multinationals have placed upon centralized planning and control. The unions see this as effectively removing the locus of managerial decision-making from the individual subsidiary, and argue that not infrequently when demands or grievances are submitted to local management the reply is that such matters can be decided only at company headquarters. As a result, union negotiators are denied the opportunity of personally presenting their case to those who ultimately take the decisions.

Are these claims justified? There can be little doubt that many multinationals prefer to maintain centralized control over certain key decisions, particularly in the areas of investment policy and technological development.

For industrial relations, however, there is evidence to suggest that most MNCs actively pursue policies of decentralization. Indeed, in the industrial relations context it is easy to see why this should be so, for such activities cannot realistically be isolated from the legal, social and political

environment prevailing at the subsidiary location, which is likely to vary considerably from country to country. In Canada, for example, the existence of a complex federal-provincial system governing collective bargaining, under which legal control rests largely with the individual provinces, has provided a powerful incentive for multinationals to grant to their Canadian subsidiaries a significant degree of latitude on industrial relations matters.

The unions argue that frequently when demands or grievances are submitted to local management the reply is that such matters can be decided only at company headquarters

Effective access to the ultimate decision-making authority within the enterprise is not, however, the only concern that unions have expressed in connection with centralized control by multinationals. In addition, they consider that this form of decision-making serves also to restrict union access to a significant amount of information that may be critical to the presentation of the union case.

Thus, while the union's detailed knowledge is confined to the local subsidiary, management is in possession of the full details of the firm's international performance. They know, for example, which plants are crucial and which are not, and they know which plants can afford to make signi-

ficant concessions. Of particular relevance in this connection will be the practices of the multinational in relation to transfer pricing — that is the pricing policy of the firm with regard to its internal transactions — which may be used to give a misleading picture of the actual profitability of a subsidiary, and therefore of its ability to meet a union pay demand.

Finally, we turn to the concern expressed in union circles that MNCs frequently seek to transfer the industrial relations and personnel practices of the home country to their subsidiary operations in other countries. Or, alternatively, that they fail to conform to the established industrial relations practices of host countries. In this connection, particular mention is often made of the reluctance shown by a number of American multinationals in recognizing and negotiating with host country trade unions, most notably in Britain. Rather, these firms sought to adopt a paternalistic stance toward their employees, attempting to check demands for unionization via the payment of higher wages and the provision of fringe benefits superior to those available from comparable British firms.

These cases notwithstanding, most of the available evidence seems to point to the conclusion that multinationals generally prefer to maintain a low profile with respect to the industrial relations practices of host countries. For one thing, with regard to those aspects of industrial relations that are regulated by law in the host country, the subsidiary of a multinational corporation has the same obligations as domestic employers. However, even in discretionary areas multinationals have shown a desire to adapt to the local industrial relations

environment. Management representatives, for example, while acknowledging that some errors may have been made in the past, have argued that the importance of respecting the law and practices of host countries is now generally recognized by multinationals. Indeed, this view is largely supported by the British Trades Union Congress, which has observed that "most international companies pursue industrial relations policies acceptable to the trade union movement, and at least no worse than those of many British-owned companies."

Though this list of trade union concerns over the operation of multinationals is far from exhaustive, enough has been said to illustrate the nature of the problem. In some areas both the size and extent of the threat have been exaggerated. Multinationals do seem to have made an effort to adapt to the industrial relations climates of host countries, and also appear eager to pursue policies of decentralization with respect to industrial relations matters.

In other areas, trade union concern seems well founded. There can be little doubt, for example, that national unions frequently find it extremely difficult to gain access to a significant amount of relevant information on the overall operations of multinationals — a fact which must detract from their bargaining position. In the area that is probably of greatest concern to unions, however — that of production switching — firm conclusions one way or the other are impossible. For while the potential mobility of many multinationals has undoubtedly been exaggerated, the fact remains that for a significant number of trade unions the threat of a relocation of production, be it

Multinationals and the OECD

The recently-published OECD code of conduct for multinationals makes a variety of recommendations covering all the areas of greatest concern to unions. Namely, that multinationals should:

- respect the employees' right to unionize, negotiate with their representatives and provide them with the information needed for serious negotiation;
- provide them with information enabling them to obtain a true and fair view of the company's performance — where this accords with local law and practice;
- at least match the employment and labour relations standards of comparable employers in the host country;

- not threaten, in the context of labour negotiations, to transfer operations elsewhere;
- provide employees with reasonable notice of major changes such as closures, and do their practical best to mitigate the adverse effects.

If, however, unions are looking to this code as a possible indication of concerted action by OECD member countries, they are likely to be disappointed. The code includes nothing in the way of enforcement machinery — although an OECD committee will periodically review the situation and may invite multinationals to give their views. Strangely, however, it has not seen fit to extend the same privilege to trade unions.

temporary or permanent, constitutes a challenge.

By way of response, trade unions have adopted a variety of tactics specifically designed to counter the challenge to their bargaining position. Most prominent among these have been the exertion of pressure on national governments for the introduction of protective legislation, and the development of various forms of internationally co-ordinated collective action.

Before examining these responses, however, it is important to emphasize that the course adopted by national unions will be largely dependent on their individual conception of the multinational

threat, and this may vary significantly among the different unions encompassed by the operations of the multinational corporation. For example, unions in source countries are likely to take a view of the desirability of overseas investment by multinationals substantially different to that taken by unions in host countries. To the latter, any such investment implies increased employment and they are therefore unlikely to feel disposed to act co-operatively to prevent a company from expanding their own employment prospects, even though this is being done at the expense of other employees of the same company. Indeed, the existence of such potential conflicts of interest has led a number of

source country labour representatives to suggest that the obstacles to the international pursuit of common objectives by unions are so great as to be virtually insurmountable, at least in the short run. For this reason they have strongly advocated legislation as the only really effective means by which source-country unions can tackle multinationals.

Given that U.S.-based multinationals are one of the largest sources of direct foreign investment it is perhaps not altogether surprising that American unions have sought to achieve their objectives largely through legislation — and more particularly protectionist trade legislation. Thus, the AFL-CIO assigned the highest priority to the Burke-Hartke Bill as a device for controlling the multinational firm. This bill included among its provisions the imposition of import quotas to protect domestic industry as well as certain proposals for changing the tax treatment of multinationals. However, while protectionist measures such as these may be successful in safeguarding U.S. jobs, they are also likely to adversely affect the employment prospects of workers overseas. Once again, therefore, there is the potential for inter-union conflict.

Indeed these conflicts may even arise within unions themselves. For example, some 70 per cent of organized Canadian workers belong to unions affiliated either directly or indirectly with American labour organizations, and the jobs of these workers could easily be threatened by U.S. protectionism. It is not surprising therefore, that some U.S. unions with Canadian membership sought to enlist AFL-CIO support for Canadian exemption from the quota restrictions specified in the Burke-Hartke Bill, albeit without success. As

Unions claim also that multinationals frequently seek to transfer the industrial relations and personnel practices of the home country to their subsidiary operations in other countries

one observer put it, "it is hard to see how a U.S. administration could exempt prosperous Canada from a change in tariff policy designed to keep out goods from developing countries."

Protectionist legislation, however, is only one of the several possible courses that may be pursued via legal enactment. Moreover, these alternative courses are generally less contentious to unions in other countries. For example, European unions have pressed for the inclusion of a clause providing for worker representation in the management structure in recent European company legislation. While a number of British trade unions have successfully exerted pressure for disclosure of information legislation as a means of gaining forewarning of impending investment decisions.

In many respects, however, the most obvious union response would be the eventual creation of international unions to match the global flexibility of the multinational corporation. But while the presence of the multinational provides a distinct incentive to such a development, there also exist a variety of significant constraints on international union co-operation and co-ordination. We have already noted the possibility that the

interests of unions in different countries might conflict, but in addition to this, factors such as differences in ideology, differing degrees of centralization in union structure, different patterns of collective bargaining in different countries, and different laws governing employment, and arbitration procedures, not to mention a host of potential language barriers, will also serve to frustrate international co-operation.

Despite these obstacles, progress has been made toward trade union co-operation and co-ordination on an international scale. Thus as the multinational has become a more visible force in labour-management relations, organizations such as the International Metalworkers Federation (IMF), and the International Federation of Chemical and General Workers

The course adopted by national unions will be largely dependent on their individual conception of the multinational threat

Union (ICF), have assumed the role of stimulating co-ordinated action by affiliated national unions in their dealings with multinationals. The IMF, for example, has been responsible for the formation of the World Auto Councils, which now cover workers employed by the automobile industries in the United States, Canada, West Germany, Japan and the United Kingdom, while the ICF has established international committees paralleling MNCs such as Dunlop-Pirelli, St. Gobain, American Cynamid, Hoechst and Ciba-Geigy.

Useful though these developments are, however, their scope has been limited. In practice, most of these organizations have confined themselves to activities such as the compilation and dissemination of information on multinationals, and the provision of expressions of mutual support. But there have been exceptions. Most notable among these was the successful co-ordination of unions in eight countries — France, U.S., Germany, Italy, Belgium, Norway, Sweden and Switzerland — by the ICF against St. Gobain, the French glass-making subsidiary, in respect of a pay settlement — a case which has now become part of the folklore of international unionism. Reference might also be made to the joint action of Canadian and American auto unions to secure wage parity in Chrysler plants on both sides of the border, or to the action taken by Belgian, Dutch, and German auto workers in support of a strike by Ford U.K. employees in 1971, during which they refused to work overtime made necessary by the shifting of production from Britain to the Continent.


These examples illustrate that trade unions are capable of mobilizing themselves on an international basis to combat specific

grievances with multinationals, even though their responses have often been largely defensive and essentially ad hoc in nature.

In many respects the most obvious union response would be the eventual creation of international unions to match the global flexibility of the multinational corporation

However, some progress has also been made toward co-ordinated consultation on a more permanent basis. For example, the European Metal Committee (EMC), formed by the IMF, has had extensive and continuing discussions with Phillips, the Dutch based electrical and electronics multinational, on such issues as production switching, worker retraining, profit transfers, and the responsibilities of subsidiary management vis-à-vis those of the present company. But attention must also be drawn to

the difficulties faced by the EMC in co-ordinating the actions of the various unions associated with Phillips. Not all these unions are affiliated with the IMF, and experience has shown that communist unions in particular are frequently unwilling to accept a participatory role in deliberations with the company.

In many ways this last point effectively sums up the problem facing the union movement in its attempt to develop an internationally co-ordinated response to multinationals. Whereas in an international company there is a central headquarters responsible for identifying and sustaining the corporate interest, in the trade union movement the ultimate authority rests with the individual national unions. Thus, before international unionism can be treated as a realistic possibility, national unions will have to demonstrate that they are capable of subordinating many of their national concerns in the name of international solidarity. While some progress has been made, one could perhaps be excused for wondering whether, in the final analysis, trade union concern over the operation of multinational corporations extends quite that far. 

The impact of the multinationals on industrial relations practice

by Everett M. Kassalow

The investment of capital abroad either by individuals or private companies is an old institution of capitalism. Indeed some of the earliest settlements and enterprises in North America stemmed from the activities of investors in Western Europe. But the multinational company — one which invests abroad directly in the same lines of production it has developed at home — is a more modern affair. It dates, very largely, from the rise of great industrial corporations in the late nineteenth and twentieth centuries.

It is important in this context to distinguish between “mere” foreign investment and multinational company investment. Thus, the long standing investments of Europeans, especially British, French and Dutch, or Americans, in plantations, mines or utilities in Asia, Africa or Latin America are not to be confused with the investments of what we refer to here as multinational companies (MNCs). For our purposes, the latter include only those companies that begin with an operating economic base at home, and then invest abroad in similar or related facilities. For a variety of reasons, most research on the industrial relations activities of multinationals has been devoted to industrial firms, although many important banks, hotels and other service companies are already widely multinationalized in their operations.

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It must be added that the distinction between the industrial relations practices of multinationals and their social, economic and political impact is at best artificial. For example, much of the reaction by trade unions to their industrial relations “partners” or counterparts, the MNCs, stems from the *general* social and economic impact of the latter. Certainly, if one could understand the great volume of speeches and resolutions emanating from labour union quarters criticizing and at times openly attacking MNCs, one must go beyond their industrial relations experience.

Unions abroad from time to time react bitterly to some of the industrial relations’ practices of U.S. corporations, but their highly critical attitudes toward these companies are also explained by incidents such as ITT’s political activities in Chile, the evasion of taxes and other economic controls by multinationals through the use to transfer pricing and other accounting and fiscal devices, and the recent disclosures of large scale bribery of host country officials by some U.S.-based companies in the latter’s quest for contracts, sales and other concessions abroad. It is the belief that these companies may lie beyond effective control, beyond the

national sovereignty of the host country, that helps account for union concern about them.

The multinationals’ impact in the labour field also poses new and serious problems for trade unions. The very structure and many of the basic characteristics of such companies bring a new force to bear upon industrial relations systems.

U.S. companies are by far the largest direct investors abroad. As the main centre of Western capitalism, the United States and U.S.-based companies also become a likely target for many of the socialist oriented union movements in other countries.

But it is not the sheer size of the country’s investments that seems to make so many U.S. companies a magnet for attention by unions in many host countries. U.S.-based companies’ subsidiaries also attract union attention or criticism in host countries because of special industrial relations factors.

For example, when compared with most West-European-based multinational companies, U.S.-based firms operate *at home* (i.e., in the U.S.) under a “system” of union recognition that is more or less unique (Canada, too, would fall into the same category) among developed industrial nations in the West. In Western Europe, union recognition is extended more broadly (and more easily) by employers’ associations, which

usually embrace all large and even most medium-size companies, and rates of unionization tend to be higher than in the U.S. The British Trades Union Congress ascribes the union-recognition problems its affiliates sometimes encounter with U.S.-based multinationals to the situation in the U.S. "where only 22 per cent of the labour force is unionized, against 42 per cent in the United Kingdom." In addition, the TUC declares that U.S. firms "operate at home under National Labor Relations Board regulations and are accustomed to delaying recognition until they are legally obliged" to do so by the NLRB. This "contrasts with the 'voluntarism' of British industrial relations."

Union recognition is not the only institution that may seem alien to a U.S. company newly operating in Western Europe. The practice of belonging to and permitting an appropriate employers' association to do most of its important collective bargaining is sometimes hard for a U.S. (or Canadian) firm to swallow.

By comparison with most host-country firms, U.S.-based multinationals have better developed personnel policies and practices. They have developed their own fringe-benefit programs, job-evaluation plans and grievance-handling systems, and this also makes them more reluctant to delegate their bargaining and related functions to associations. In Europe, however (with the exception of Britain where the industrial relations system is more voluntaristic), all but a few large U.S. firms have by now become members of the important employer associations, although they retain a number of their own policies and practices, and their own styles of operation.

In a number of Asian and African

countries, especially in some of the ex-British colonies where employers' associations have continued in the post-colonial period, U.S. firms are generally strong and active supporters of these associations, along with West European firms for whom such membership is an easy enough extension of their home experience. All but a few U.S. companies, however, do their own bargaining in these countries.

...the distinction between the industrial relations practices of multinationals and their social, economic and political impact is...artificial

Japanese firms, which have expanded rapidly in Asia in recent years, are less conspicuous in their affiliation to, or in their activity within such associations. Here again it would appear that very special labour-management institutions, including preference for the so-called enterprise unionism of Japan, help account for these signs of separatism.

To put it another way, the industrial relations "cultures" of both Japan and the U.S. differ sharply from those of West European countries whose IR cultures more generally resemble each other, relatively speaking. One would, therefore, expect U.S. and Japanese multinationals operating abroad to be somewhat more inclined to bring some of their labour practices with them. Finally, the relatively larger populations of the U.S. and Japan — compared to individual West European countries — and the size of their domestic markets tend to make

their multinationals look upon overseas subsidiaries as mere extensions of the domestic market. Under these circumstances, Japanese and U.S. multinationals are likely to exercise control over their subsidiaries or at least export some of their labour practices to the subsidiaries, while most European-based multinationals are likely to adapt to local host-country practices.

In most parts of the world, especially in Western Europe and large parts of Asia and Africa, there is little argument that the economic benefits established by multinational companies for their employees are at least on a par and often superior to those of indigenous (national) employers. Yet despite this relatively fair benefit level in most multinational subsidiary plants, the MNCs continue to be criticized by the very unions that deal with them. For instance, during the opening round of reports to the 1974 Congress of the International Metalworkers' Federation (IMF), almost every national metal union affiliate of the IMF, from virtually all the important countries of the free world, included some significant reference to and criticism of multinationals. To understand union criticism, it is necessary to probe deeper into the nature of the multinational.

The MNC is often characterized by its distinct "style" and philosophy, as well as by some of the unique features it brings abroad. Almost by its very nature the multinational comes as an "innovator" in its foreign environment. One important reason that a host country will accept the entrance of a foreign firm is that the latter usually brings with it some techniques, some organizational or marketing skill that is largely lacking in the national environment. John

Fayerwether, an expert on international management writes that multinational enterprises must be "anxious to introduce innovations" inasmuch as the "competitive situation inevitably requires departure from local norms...." He adds — in his book, *International Business Management* — that "the main competence of the multinational must rest on its parent-company experience...."

Such special "features" almost always include some of its labour practices or policies. These may, in some instances, be superior to local practices, but they are also likely to be somewhat different and to ruffle the union forces somewhat. This reaction is likely to be more pronounced for the union that has a wider, more standard set of practices against which to measure the multinational, than for the individual worker in a multinational plant. Needless to add, this may not make the union any happier, quite the contrary. A University of Louvain study of multinationals in Belgium concludes that the "human relations" practices of many of these companies added to the relatively good "conditions offered to workers by the foreign employer makes inoperative a good number of material demands that constitute one of the most important elements of working class unity...[these] can encourage a certain disaffection of workers toward their [union] organization." In several West European countries, unions are convinced these multinational company programs are designed to weaken or to ward off unions entirely.

What then are some of the specific practices and policies more or less unique to multinationals that make them the likely target of union criticisms?

Japanese and U.S. multinationals are likely to... export some of their labour practices...while most European-based MNCs are likely to adapt to host-country practices

It is widely agreed that the general investment parameters, the major decisions to expand or contract, are determined by the home offices of multinational companies. Naturally there is usually some input by the subsidiary, and if the latter is selling exclusively in the host-country market its judgment will count for more than if it is part of a world- or region-wide integrated production system; but the critical, major resource or investment allocation decision is typically taken "at home."

For many unions in host countries, the lack of contact with the central home office is a problem. The feeling that operations can be closed down arbitrarily, on short or almost no notice, with the unions in overseas subsidiaries having little or no voice, is one of the deepest sources of labour concern.

It can be argued that a somewhat similar situation confronts a union dealing with a multi-plant employer operating on a national basis. After all, one out of a series of plants in a given country can be closed down in whole or in part by a large company operating in just that one country. But this analogy won't hold very well. The unions, especially in Western Europe, often find they can (and do) bring many pressures to bear on a national employer who contem-

plates or announces such a shut-down. Frequently the government is brought to soften or prevent a contemplated shut-down by a nationally-based employer. The occupation of plants in an effort to obstruct or prevent shut-downs — which has become a fairly common tactic in Western Europe — is likely to be more effective against plants owned by nationally-based companies.

The multinational's facilities in a given overseas country may count for only a relatively small portion of its total production complement, so the decision to shut down can be taken more readily. A report in the *Financial Times* on how labour disputes in the motor industry in Great Britain were leading one U.S. company to contemplate switching production elsewhere supports this fear on the part of unions — and some governments.

The journal commented:

There is a sense in which the United States companies are less deeply committed to the United Kingdom as a manufacturing base; as a proportion of their world-wide operations the United Kingdom is relatively small....

Being only one part of a multi-limbed MNC can lead to a feeling of frustration on the part of unions coping with multinationals. Daniel Benedict, an official of the International Metalworkers' Federation reported:

'How effectively can we bargain when we only represent 4 per cent of the company's employees?' That is the question that was put to us at our ITT workers' world meeting last year by the president of the American bakers' union, which represents the workers of ITT's Continental Baking. Of course, the same question is

apparent to trade unionists representing workers in the smaller subsidiaries of major multinationals all over the world. Even the powerful unions that represent Vauxhall and Chrysler workers in Great Britain know they only speak for about 5 per cent in the first case and a bit over 10 per cent in the second case, of the companies' world workforce.

The fears unions express about the dangers of plant or department shut-downs, or the curtailment of future investment on the part of multinational managers may be as much a psychological factor as a reality. Most multinational companies deny strongly that they can easily transfer production either temporarily — in the case of a strike — or permanently as a retaliatory measure. They argue the location and availability of raw materials and the cost of transportation, the presence of market or tariff barriers, the variation in production facilities, the time required to invest in new facilities, the costs of liquidating large investments — these and other factors would impose an enormous financial penalty for any closure or reopening of factories.

In some industries — food manufacturing would be a good example — national regulations might even make it technically impossible to shift facilities from one country to another. This would be particularly true with regard to a number of food products manufactured in Western Europe.

While reports of actual production transfers in pursuit of management objectives in a labour dispute are comparatively few, there have been just enough incidents to reinforce union fears in this regard. Probably the most well-known of these have involved U.S. auto companies. One such case occurred in the 1971 Ford

strike in Great Britain. That strike was just underway, when Henry Ford, travelling in Asia, was reported as saying that the parts of the Ford Escort and Cortina cars made in Britain and assembled in Asia would no longer be made in the former country. The London *Times* reported his "dissatisfaction...with the British [Ford] company's situation...." Unless there was "stability over a long period, such as three or four years," Ford "could not consider making any new commitments in Britain. Things needed to be cleared up and trade union relations improved...."

For many unions in host countries, the lack of contact with the central home office is a problem

Several additional "incidents" or "comments" in later years have helped keep alive British union suspicions about the Ford company's investment and production plans for that country.

In Belgium, according to the *Wall Street Journal*, the Ford motor company reported that the refusal of unions to relax "strict rules on overtime scheduling," might force them to "shun Belgium for future expansion."

During the course of a difficult strike in Britain in 1973, the Chrysler company gave a warning to the workers which, in the words of *The Economist*, was "stronger in terms than Henry Ford II's warning in the 1971 strike...." Apparently the company told its men "there would be no more investment until they showed over a reasonable period that they could

sort out their differences with the management...."

These incidents usually occur in an atmosphere of high industrial relations tension. It is not always clear whether "production" reprisals are actually taken by a multinational company; but they have occurred occasionally, and the threats have at least been made in enough cases, so that many unions seriously fear this as an MNC labour relations tactic.

Beyond questions of production transfers and shut-downs as a management tactic in labour disputes are the basic union fears about investment decisions in distant company headquarters. These decisions can and do have far reaching employment effects. As much as anything else, it is this special fear of employment insecurity that accounts for such transnational control efforts and aspirations as unions have manifested vis-à-vis multinational companies in Western Europe.

In those relatively few cases where various national unions, usually operating through international or European-wide trade union secretariats, have been able to obtain meetings with multinational companies, such as those in Europe covering Philips Electric, Fokker-VFW (a German-Dutch aircraft producer), Rothmans International (a tobacco-producing division of the Rupert-Rembrandt South African-based company) or Enka-Glanzstoff (AKZO) the Netherlands-based fibre manufacturer, questions about major investment decisions and their consequences for employment security have generally been at the top of the agendas.

In their meetings with Philips, the unions have been seeking to develop more effective employment security guarantees on a

European-wide basis. The unions in Enka-Glanzstoff were led to take transnational action when the company moved to consolidate and shut down some of its operations in different countries. At the centre of Fokker's joint discussions with its unions from Germany and the Netherlands have been questions of employment security, including moving workers from one country to another as well as the possible transfer of operations between countries to prevent unemployment. The impact of new machinery upon employment was a principal concern of the unions in the meeting with Rothmans.

In addition to concern about centrally determined employment policies, there is widespread union (and often government) concern about what they find is a lack of sufficient information about most multinational companies. A Dutch Catholic trade union leader, W.J.L. Spit, summed this up by declaring, "the weakness" of unions vis-à-vis multinationals was "due in particular to our defective knowledge of the structure of these corporations...their decision-making centres and decision-making procedures...." He complained at a symposium in Nijmegen three years ago that unions lacked "insight" into the "criteria that prevail in management and long-term planning" of multinational companies.

The French Confédération Générale du Travail (CGT) complains that with present multinational practices, "the information furnished to works committees, for example, is devoid of useful content."

The information gap with regard to multinationals is so large in the view of the powerful German Federation of Trade Unions (DGB), that the latter has declared it

Most MNCs deny strongly that they can easily transfer production...as a retaliatory measure

"indispensable" to compel large companies "to comply with certain requirements and standards in the matter of information...." While voluntary agreements can be helpful, the DGB calls for "international and national regulations and legislation" to achieve this objective (and other objectives vis-à-vis multinationals).

Even in West European countries where corporation reporting is adequate, there has been a widespread feeling among unions — and often governments — that too much of the multinational company's operations and performance remain hidden, just because so much of it lies outside the country.

The International Metalworkers' Federation (IMF) has prepared a special study on the information it declares is needed to help cope with the MNCs — for example, specific data on shareholders; all overseas holdings and links; names and locations of all plants and types of production; extensive financial data, including profit-and-loss data on an individual subsidiary and on a consolidated basis; employment by establishment broken into manual and non-manual, skills, indigenous and non-indigenous personnel; and so on.

The lack of information on the unions' side, of course, also runs to specific questions about wages, working conditions and collective agreement practices in the multinationals' plants in other countries.

The centralization of the investment-employment function at a headquarters outside the host country clearly differentiates the multinational from national enterprises in the same country. Harder to conceptualize but related to this factor are some other centralized aspects of structure and function that add up to what often becomes a distinctive style and philosophy of multinational companies. One student of multinationals, Pieter Hessling of Rotterdam University, notes how "from multinational headquarters certain values, attitudes and assumptions seem to be disseminated which form a layer upon the national culture and create a new identity for the bearers."

These MNC styles or values can be translated in different ways into labour policies abroad. Sometimes the process is a very direct one. Take, for instance, the basic matter of union recognition. There have been relatively few instances, in the past couple of decades, where multinational industrial companies' subsidiaries in Western Europe have manifested great resistance to recognition of unions in their plants (such resistance would be quite contrary to prevailing patterns of recognition of unions in large or even middle-size industrial firms in Western Europe); but where recognition has been refused or held up a long time, it has very often been a multinational that has not recognized unions, or recognized them only after a long struggle in all or most of its *home* country plants. Eastman Kodak, IBM and Texas Instruments come to mind in Great Britain, IBM and Esso in Holland, Michelin in North America, and so on.

In Singapore and Malaysia, where union recognition in large multinational plants has ordinarily not been a serious problem, it is signi-

ificant that unions have experienced conspicuous recognition problems at one time or another in multinational electronic plants of such companies as Texas Instruments, Hewlett-Packard and Motorola. All three companies have presented formidable problems to unions trying to win recognition in their U.S. plants.

To turn from these specific, difficult cases of union recognition, it is perhaps more important to focus on the general question of multinational company style and policy-making, and how it may be projected abroad.

We have already alluded to the fact that the more “distinctive” industrial relations cultures or systems of the U.S. and Japan make it more likely multinationals from these countries, as compared to Western Europe, will project some of their labour practices abroad.

Of course, the extent of company style, structure or policy projection varies from country to country, from industry to industry, and even among companies in the same industry. Many Swedish or Swiss multinationals, such as Nestlé or SKF, based as they are in small countries, almost inevitably do the great bulk of their production abroad, with only a relatively modest domestic production base. Companies like these are likely to be more adaptive to host country conditions than are such U.S. giants as General Electric or Ford, whose home markets are an enormous part of their total world business. The fairly standardized technology of petroleum refining companies or of the automobile industry make it more likely that multinational companies from these industries will “lean more heavily” on subsidiaries than might ordinarily be the case with MNCs producing food or light

electronics. In the latter industry the more labour intensive character of the work can lead to greater freedom for adaptation on the part of local (host country) multinational subsidiary management.

There are also, of course, variations in MNC practice stemming from the more or less unique features of particular companies. The personal “family touch” of the Fords seems to leave its imprint on that company’s overseas operations to a greater extent than might be the case with General Motors. The latter seems to project abroad more of its early established system of greater divisional decentralization. (GM, quite unlike Ford, was largely put together through a series of mergers of previously independent companies.) Overseas, at least in Western Europe, GM has often been much more willing than Ford to begin operations by absorbing an already existing local operation. (The cases of Vauxhall in Great Britain and Opel in Germany come to mind.) In their labour policies, too, one gets the impression that the Detroit touch is more evident in some of Ford’s operations than it is in GM’s.

While these variations are important, the generally similar traits and tendencies of most MNCs are of greater interest in a discussion of multinational labour relations.

MNCs usually have highly developed internal communications systems to help keep control over worldwide operations. Often their rules and regulations will be more standardized than those in purely national companies. The use of worldwide policy manuals or guides is also fairly common, particularly among some U.S. multinationals.

In almost all countries, employer associations agree that multinationals have much larger training programs than do indigenous (national) companies. Moreover, these programs are often carried out on an in-house basis — they do more training *themselves* than do many indigenous companies, which commonly use external facilities. Aside from extensive training in host countries, many multinationals call managerial personnel home for individual or group training courses. Periodic meetings of managerial personnel on a regional or international basis are quite common. Visits by home-company managers to subsidiaries are also important in sensitizing subsidiary managers to home-office policy.

An authoritative study of U.S. auto companies’ labour relations management abroad indicates such visits, whether by overseas managers to the U.S. or by U.S. managers to overseas plants, are an important part of management development. In the case of Chrysler, the foreign industrial relations manager visiting the U.S. learns first hand the manner in which the parent corporation handles its own labour affairs. The Chrysler Corporation personnel group tries to give the visitor as broad an exposure to its internal operations as time will allow.

As for Ford, a certain amount of training activity consists of visits to the foreign subsidiaries by U.S. technical and managerial personnel to assist local managers in their labour-relations administration. For example, in 1967 a Ford-U.S. actuarial expert provided on-the-spot assistance to the Netherlands subsidiary when the latter was revising its retirement benefits program. A Canadian subsidiary also reported a considerable amount of consultation with U.S. technical and

managerial personnel as various problems arose. The Ford-U.S. overseas labour liaison manager makes visits abroad that help to keep the U.S. manager up to date; but because labour relations problems and their solutions are discussed at each of the subsidiaries he visits, there is quite naturally a management development dimension. Labour relations managers from overseas plants also frequently visit Ford headquarters.

Robert Copp, one of Ford's top international labour relations executives, sums up this general process by noting that top corporate staff "share in the selection of key industrial relations personnel to assure their training and experience would prompt them to pursue broadly accepted principles of employee and trade union relations...." New industrial relations managers also spend time in a Ford plant (other than the one in which they are to be employed) "to observe the application of approved principles and philosophies...."

As practised by many multinational companies, systematic rotation of overseas managerial personnel from country to country facilitates a common exchange of experience and the emergence, to an important extent, of a common company style or policy. The International Organization of Employers' survey of multinationals cites the rotation of managerial personnel "not only between parent and subsidiary but from one subsidiary to another...."

All these practices help achieve a broadly consistent policy. Jack Belford, vice-president for personnel and industrial relations in the Canadian-based multinational Massey-Ferguson, has stated that "without basic corporate policy — a 'grand design' for

the enterprise as a whole — and consistent functional policy subsidiary to it, a truly integrated worldwide enterprise cannot be built." He adds there are "particularly compelling reasons for common industrial relations policies at all locations in the international enterprise." Belford is obviously referring to larger matters, since there is, of course, inevitable adaptation to many local host country practices, especially in Western Europe. Among the "compelling reasons" he mentions is the rapidity of communications today, which enables unions in one country to learn of company practices elsewhere.

...there has been a widespread feeling among unions — and often governments — that too much of the MNCs operations and performance remain hidden

The foregoing describes a system of surveillance or control by multinationals of subsidiaries' labour policy, which is somewhat remote and often unconcerned with routine day to day or even week to week industrial relations decisions, which are taken abroad. It should be noted that in the case of Canadian subsidiaries, U.S. multinationals often participate more directly and fully in plant personnel direction. Whether this is because of proximity, the inter-relatedness of the companies' products in the markets of the two countries, the fact that the U.S. company often faces the same union on both sides of the border, or for other reasons, supervision over Canadian subsidiaries'

personnel management tends to be closer than elsewhere.

Duane Kujawa writes of the Chrysler Corporation that the parent corporation's "vice-president and industrial relations director...these two U.S. executives, are intricately involved in Canadian labour relations affairs, and are outrightly acknowledged as members of the local [Canadian] management team." He adds that they also "administer the final step in the grievance procedure at offices in the United States." When it comes to staffing "first-line" personnel management positions, the "entire selection process" is "fully contained at the subsidiary level," but the "one exception to this is that candidates for such positions at Chrysler of Canada may be recommended by the U.S. vice-president, personnel...." Labour relations managers are usually nominated at the subsidiary level, but, "in Canada, recommendations from the U.S. vice-president, personnel, are automatically offered."

While Kujawa's study of labour relations management at GM, Ford, and Chrysler suggests that the hand of U.S. management in Canadian subsidiaries' personnel direction is not quite as large at General Motors or Ford as it may be at Chrysler, it nevertheless goes well beyond what is the case at subsidiaries in other parts of the world. For some multinationals outside the automobile industry, there may be somewhat less participation in their Canadian subsidiaries' personnel policies, but it nevertheless often goes well beyond what happens at subsidiaries in other parts of the world.

Most multinational companies, particularly U.S.-based MNCs, have a more highly developed personnel function or department than is

typically true of host-country-based companies. Often, too, such personnel departments — especially among U.S.-based companies — will practice brands of human relations programs directed at winning the special loyalties of their employees in a manner which is much less common among national companies. Once again this is an element which tends to leave a multinational company's special imprint everywhere on its handling of labour relations.

One of the "results" of the more highly developed personnel functions found in so many multinational companies is apparent in job and wage administration. Again and again unions at multinational subsidiaries in Western Europe, Asia and elsewhere have encountered what has often seemed to them to be "exotic" job evaluation or job grading systems developed in the multinationals' home country. There is wide expression among union and employer association officials in host countries that multinational companies often have more highly structured job and wage systems than is true for the great bulk of national companies.

Wage systems that are special to multinational companies no doubt reflect the MNCs' own long experience, their peculiar technologies and internal job administration. The extension of these systems abroad represents both an effort at some degree of control by headquarters as well as a conviction that these systems are a superior form of labour force organization.

For many unions, such more or less "exotic" wage systems can be a difficult problem. In some instances, companies have refused to make the basis of their system available to the unions, and this has made bargaining difficult.

...supervision over Canadian subsidiaries' personnel management tends to be closer than elsewhere

A large number of multinational subsidiaries also carry abroad some of the special "fringe benefit" programs developed by their parent firms at home. This is especially true of U.S. firms. Payment of special company-type fringe benefits is more noteworthy today in less developed countries than in Western Europe, where extensive postwar development of social security and related programs tends to diminish the importance of many company fringe-benefit programs. But such programs often are a differentiating factor between multinational and national companies in a given host country.

More highly developed personnel departments, special wage administration and benefit programs, special human relations programs, special training programs — in and of themselves each of these might not be an important cause for union concern. When these elements are combined, as is frequently the case at multinationals, the unions in Western Europe often find they are encountering a new and very different kind of organization.

From the union viewpoint, the whole of this syndrome makes the multinational company harder to penetrate in terms of union power and union representation than is typically true of a national company. The multinationals in France and Belgium have been described — independently — by

a number of trade unionists as practicing a kind of "patriotisme de l'entreprise," which has made it difficult for unions to obtain a real foothold within them. While this sense of being shut out by many multinationals seems more pronounced in countries like Belgium, France, The Netherlands, and Britain, it is not absent in other West European nations.

By adding the experience with integrated, almost fortress-like multinationals to the concern about remotely made investment-employment decisions as well as the widely felt lack of information, one can readily understand the reactions of many West European trade unionists — and some government officials — to multinational companies.

Reactions among trade unionists in other parts of the world are similar in some respects, different in others. In Asia and Africa there is less basis for comparing the personnel styles and practices of multinationals since there are few if any comparable national companies. Unionism and industrial relations practices are often less well founded there, have less of an institutional tradition, so multinational companies may not seem as "bruising." On the other hand, in a number of Latin American countries whose union traditions are somewhat older and better established than may be true in Asia, there have been a number of specific cases where multinationals have refused effective recognition to unions, or granted it only after a long struggle. In turn, this has aroused bitter union reactions. The multinational companies in Latin America are also often identified with existing national oligarchies, and have come under attack because they are identified with imperialism.

The more central role of the state in the relatively later-developing countries of much of Asia, as compared to most of Latin America, has also created a somewhat different environment for the multinationals. In many instances, the state has bargained carefully on the multinationals' terms of entry, including the rate of localization of key managerial and technical personnel, pledges by the companies to keep out of the country's politics, and so on. In a few countries, like Singapore, the government also makes it clear that multinationals must be prepared to recognize and deal with unions. At the other end of the spectrum, a country such as South Korea has almost eliminated any real union functions in its effort to accelerate economic development and attract foreign investment.

The leader of the Singapore National Trades Union Congress, Devan Nair, states that in Singapore some American multinationals "who demanded, as a pre-condition for their investments that there should be no trade union for their employees, were politely told to go elsewhere...." He adds, "they did," so, "either to South Korea or Taiwan, whose administrations happen to regard the right of workers to organize in a somewhat different light."

Nair's remarks point up the potential differences between countries' policies regarding "reception" of multinationals. These differences may be great regarding taxation, the host country's willingness to invest in infrastructure, its willingness to modify its labour laws, its tax laws, and so on.

A number of Asian countries, it should be added, compete fiercely with one another to attract multinationals — through tax concessions, special import privileges,

the right to expatriate profits, and favourable labour laws where appropriate — for a specified period (often the first five years of the subsidiary's existence, though there are sometimes devices to renew some of the trade or tax privileges).

The size of country and the relative size of the multinational sector in the country are important variables in gauging the companies' impact on labour relations. In small countries like Belgium and The Netherlands, where the multinationals make up an important part of big industries such as metals, chemicals and petroleum refining, their impact is

...there are considerable differences in the ways MNCs adapt to the labour systems of host countries

likely to be greater than in a country such as France where the role of multinationals is more limited. There are parallels in the less developed world. In a country like India where there is a great deal of indigenously owned industry, and where multinationals have been quite restricted, their impact upon industrial relations tends to be fairly limited. On the other hand, in countries like Singapore and the Philippines where national policy has turned to a considerable dependence upon and encouragement of multinational investment, and wherein there is a relatively smaller amount of indigenous investment in the modern sector, the multinationals' impact upon labour practices is far more pronounced.

Moreover, there are considerable

differences in the ways multinationals adapt to the labour systems of host countries. In West Germany, for example, the wide-ranging legal prescriptions (works councils, labour courts) that guide labour relations leave relatively less room for MNCs to bring much of their home labour baggage with them when they set up in that country. At the other end of the scale, the voluntaristic system of labour relations in Great Britain — with relatively little prescribed by law as regards union-management relations — has resulted in a much wider importation of multinational company labour practices.

In Great Britain, U.S. companies have often refrained from joining employers' associations, and have bargained for their own plants, contrary to prevailing British practice. Also in Great Britain, several important U.S. companies have refrained indefinitely, or for a relatively long period of time, from recognizing unions, even though such conduct is rare for any large British company. It was in Great Britain that several U.S. companies broke from the generally prevailing system of incentive wage payments and substituted their own systems based on production standards. The system of productivity bargaining that, for a time at least, became so popular on the British labour scene, was pioneered by a U.S. multinational subsidiary. These are merely some examples of the relatively heavy impact of multinational companies in Britain.

The strength of unions and employers' associations can be an important variable shaping the degree of adaptation required of MNCs in a given host country. In Sweden, for example, the great strength of the Confederation of Trade Unions (LO — with close to 90 per cent of all manual workers unionized) and the power of the

Swedish Employers' Confederation (SAF), leave multinational employers with little choice but to conform to the basic outlines of the industrial relations' system. When a new, important multinational subsidiary starts to go its own way with regard to union recognition and collective bargaining, as did IBM some years ago, the power of both unions and employers is likely to bring the company around in a few years. IBM eventually found it necessary to join the Employers' Confederation, which has the right of approval over the collective agreements negotiated by its members.

While somewhat different conditions exist in France with regard to union strength, the virtual necessity for important companies to join their appropriate employers' associations leads to considerable adaptation to host-country labour practices, including recognition of unions by multinationals. Although, for example, the extent of unionization (as distinguished from collective bargaining coverage) in France is half that in Great Britain or The Netherlands, IBM has recognized unions in France, but not in the other two countries. In comparing France and Great Britain it is important to note that there is a considerable body of legislation in the former country making it mandatory for all plants of modest size and upwards to establish shop stewards, works councils (comité d'entreprise), union representation, and so on.

Despite all these variations, however, the generalizations about the importance of multinational company style and philosophy, wage administration and training, employment decisions, and human relations practices are critical. It is these general characteristics that help create a common union reaction to multinationals in Western Europe, regardless of host country.

...one can look to a continuing transnational response by unions to multinationals

In most of the "new" countries, there is less of an entrenched indigenous system of labour relations, less of a traditional body of personnel practice, less of a set union way of doing things. Consequently, the multinational is often a pioneer in the labour field — particularly in Asia — and the reaction of unions cannot be expected to be the same as in Europe.

Turning to the unions' response to the MNCs, one cannot refrain from noting that the spread of multinationals in the past four decades has probably been the most significant force impinging upon the *industrial relations* activities of the international union movement. Such leading international trade union secretariats as the International Metalworkers' Federation (IMF), the International Federation of Chemical and General Workers' Unions (ICF), and the International Federation of Food and Allied Workers' Association (IUF), to name three, have devoted a growing share of their resources to assisting their affiliates in responding to the thrust of the multinationals. The International Confederation of Free Trade Unions (ICFTU) has also established task forces and issued reports and action programs on the subject.

This secretariat response has taken a variety of forms, including a great step-up in information flows to affiliated unions, about individual MNCs, the establishment of permanent councils or

committees bringing together union representatives from different plants of the same company operating in different countries, the furnishing of technical assistance (in the form of experts on job evaluation, special training seminars, and so on) to affiliates bargaining with multinationals and, where possible, strike aid for affiliates that come into conflict with these companies.

The great outlay on the part of the unions for literally scores of transnational meetings among themselves each year, as well as the increased research and organizing activity of the trade union secretariats which they support, are a tribute to the unions' concern about this impact. One could almost say a number of international union secretariats have taken on a redoubled existence in the wake of the multinational.

To bring the matter closer to home, the multinational has in different ways also become a matter of great concern to the labour movements in Canada and the United States. It seems fair to argue, for example, that the substantial changes in the foreign economic policy of the AFL-CIO in recent years have been due as much to its leadership's perception of the multinationals' impact on investment, trade and jobs, as to any other factor.

Confining ourselves to industrial relations, however, one can look to a continuing transnational response by unions to multinationals. Their quest for information to cope with multinationals, their desire for input to top level investment-employment decisions effecting their plants, their sense of encounter at the national level with companies that are organizationally and policy-wise different and often difficult to cope with in

bargaining — these are guarantees that the issue will remain quite alive among unions. While there has been some tendency to exaggerate the transnational aspects of union-management relations, the unions' activities vis-à-vis the MNCs are not likely to diminish — even though growing hostility among some recipient countries and greater concern about the impact of multinational company investment on home country labour markets suggests the rate of growth of such investment may already have peaked.

At the transnational level, unions will continue to press for inter-country meetings with multinationals' headquarters management. The principal union objectives in such meetings, judging from the recent past, will be information and union participation in critical employment decisions. This does not ignore the fact that some of these decisions raise difficulties for unions dealing with the same company in different countries. Unions in less developed countries facing difficulties in obtaining recognition from multinationals or in improving their conditions, may also benefit from such transnational meetings.

The development of any international dimension in multinational companies' industrial relations depends on the strength and concern of the unions in the companies' home country plants. A worldwide coalition of unions centering on the UAW at Ford or General Motors is likely to have more impact upon these companies than will any coalition of unions seeking to face IBM, which is unorganized in its U.S.

home base. The same is true regarding multinationals based in Western Europe or Japan.

It is also fair to say that the future of any transnational labour action will be influenced by governmental action. The various proposals for codes of conduct to regulate multinationals currently under consideration by agencies like the International Labour Office or the Organization for Economic Co-operation and Development, could conceivably improve the unions' chances of expanding their transnational activities.

...the future of any transnational labour action will be influenced by governmental action

The very nature of most multinational industrial companies operating across the world makes them, in their present day aggregate force, a new element in industrial relations. The structure, style and policies of these companies present in many instances new problems for unions. Their remote centres of decision-making, their more highly developed personnel activities, including their distinctive training, benefit, and wage administration programs, their occasional efforts to project home-developed labour practices abroad — these and related matters can often be a source of irritation and concern to unions.

The unions' reactions to multinationals are conditioned by the

state of their own national industrial relations systems. Where a great deal of labour relations practice is prescribed by law (Germany), the multinationals' impact is likely to be less than in a country where the system is more voluntaristic (Great Britain). This impact is likely to be greater where multinational investment constitutes a significant part of important industrial sectors in the host country (Belgium and The Netherlands, and in many less developed countries). Where unions and management are very highly organized, and have a firmly structured relationship, the multinational subsidiary is likely to be under greater pressure to adapt to host-country practices (Sweden).

Significant differences can be found between subsidiaries of multinationals based in large countries with a very distinctive national industrial relations cultural base (the U.S. or Japan), and those based in the smaller countries of Western Europe, which are likely to adapt more readily and fully to host-country conditions. Differences in the technological bases of companies may lead to differences in the degree to which headquarters may seek to influence the labour policies of its subsidiaries abroad.

These then are some of the variables that can modify the labour relations impact of a multinational as it moves abroad. But there is no denying that generally, the many unique characteristics of such companies and their growth in the post World War II period has introduced an important new element in industrial relations in many countries. [9]

The multinationals — another major hurdle for organized labour

by Daniel Benedict

The long period of economic difficulty that most of the world has been experiencing has brought anguish and social disruption to over 20 million unemployed or temporarily laid-off workers in industrialized countries.

Obviously, employees of multinational companies (MNCs) are only a minority of working people, yet, according to the 1973 United Nations report on Multinational Corporations and World Development, there are 13 to 14 million such workers, two million of whom are in developing countries. Significantly, many of the sectors hardest hit by unemployment — such as the auto industry, electronics, textiles, and food — are largely controlled by the multinationals.

Periods of crisis can also shatter some myths. One such myth was the frequently-heard assertion that labour had no justification for pushing for specific shop-level, national and international controls on the MNCs, because those companies operate separately in each country as corporate citizens. The accumulating evidence of centralized decisions of MNCs now is available.

There is also increasing public sensitivity to the plans, threats and moves to transfer investment, production and — above all — employment or unemployment, from one plant to another and from one country to another. We know of U.S. companies that laid off about 100,000 or 20 per cent of the

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work force in the radio, TV and electronic components sector alone, according to the International Union of Electrical Workers, the major North American union in that field. At the same time, the companies transferred production to subsidiary or allied plants in Asia or Latin America. They then brought the final product back for sale in the "home" country. Similar events, on a smaller scale, have been developing in a number of European and Japanese companies.

What about the employees of MNCs in "host" countries? It would be unrealistic to expect them to want to see their jobs disappear either. In both "home" and "host" countries, employment creation and job security represent real worries that have been enunciated with increasing clarity and force by union spokesmen such as the AFL/CIO in the U.S. on the one hand, and the Singapore National Trades Union Congress on the other.

Heavy unemployment has reduced the credibility of the view that effective countervailing forces to the MNCs can be built solely through trade union action within those companies. The crisis has shown that action on a broader

scale is needed. Even attempts at international regulation of the MNCs depend primarily upon the ability of the trade union movement to initiate joint action and to build an alliance with political, academic and other sectors, effective enough to influence the home and host country's stand on multinationals.

Many people have spoken or written of "mobility" or "flexibility" as *the* key to the MNCs' successful strategy. Obviously, to the worker concerned for his job and his family, much of that "mobility" brings only fear and worry. That is why employment security has become a major area of concern for trade unions and communities.

Scores of recent factory conflicts and occupations in Italy, France, Belgium and Switzerland center on this problem. The occupation of the small British multinational factory called Prestige in Belgium mobilized the hitherto ultra conservative Flemish wing of the CCMB, Belgian Christian Metalworkers' Union, against the arbitrary management decision to close down. Similarly, the decision of the Bulova management in New York to shut down a watch factory in Neuchâtel and absorb its production — and some of its workers — at Bienne in the Canton of Bern, led the Swiss Metal and Watchmakers' Union, with the support of its international federation, to back the workers who occupied the factory. As a

result, the plant closing has been put off for this year, while attempts are made to find a solution.

John Shearer of Oklahoma State University, referring to one of the many factory occupations in Italy for similar reasons, says that "the uniquely American casualness with respect to laying off workers causes great difficulties for American firms in Europe." Growing unemployment in Europe has increased workers' sensitivity and reaction to dismissal. The foreigner who breezes in and throws dozens or hundreds of people out of work today acts as a magnet for trade union and community anger.

Singer is another company that recently experienced a factory occupation when it planned to close down one of its Italian plants. At about the same time it chopped employment in Italy, Singer announced the rapid closing of its Blankenlock plant in Germany. This led to a short strike and consultation, through the IMF, with the British trade unions as to whether the transfer of machinery from German to British plants should be permitted. While there is no sense in exaggerating the role of this international co-operation, as compared to that of the pressures put on Singer in Germany itself, the fact is that the company was forced to slow down and to agree to a much more generous "social plan" to ease the fate of the dismissed Blankenloch workers. Earlier, an attempt by Singer to close down a subsidiary in Alsace, France led to worldwide support of the strikers — and more important — to the reopening of the plant.

The largest European-based MNC, from the point of view of employment, has long been Philips. Most reductions have been

...attempts at international regulation of MNCs depend primarily upon the ability of the trade union movement to initiate joint action

made through attrition. But there is little consolation for European Philips workers and their communities who see some 20,000 jobs disappear in the region and at the same time learn that "economies" in Europe helped Philips buy up Magnavox and Signetics in the U.S. Incidentally, shortly after taking over Magnavox, Philips cut the staff from 17,000 to less than 14,000.

In some companies the relationship between employment at home and abroad changes considerably over the years. In Philips, for example, the proportion of employees in Holland was 34 per cent in 1965 but only 23 per cent at the end of 1974. In 1975 further cuts were made in Holland, but even more abroad.

ITT is a constant buyer and seller of businesses. In 1974-75 it opened ten new Sheraton hotels, from Kansas City to Hong Kong, and sold or started selling 12 others, opened a glass sand plant in Oklahoma, got the Canadian and Quebec governments to help pay for a new Rayonier paper pulp and cellulose plant at Port Cartier, announced plans for a new research centre in Chile and released an animated cartoon film to tell children about the adventures of Raggedy Ann. ITT sold part of Avis car rentals, got rid of its original — and perhaps most inefficient — operation, the Puerto Rico Telephone Company, and reduced employment in its

largest single affiliate, the German Standard Elektrik Lorenz, from 37,599 in April 1972 to 33,747 in January 1976.

The significant increases in production in late 1975 and early 1976 in some companies and countries, without corresponding reductions in unemployment, strengthen the concern that major economic forces, particularly the MNCs, may indeed be "managing the crisis" to which their largely uncontrolled financial activities and production decisions have contributed heavily.

The French government agency, DATAR, in its 1973 reports on "Les firmes multinationales" and its 1974 "Investissements étrangers et aménagement du territoire" has some good and bad things to say about the employment effects of MNCs. While they emphasize the value of the number of jobs in new installations, the reports are — with one major exception — less enthusiastic about the qualitative aspects of employment. On the positive side is the increased hiring of local personnel in top management positions in many firms particularly those established for some time.

Today, the international assembly line is a fact. Ford ships its knocked-down sub-assemblies from Cologne, West Germany, to Genk, Belgium, for assembly with transmissions from Bordeaux. Litton, Texas Instruments, IBM and a number of others move electronic components to and from the United States and South East Asian and Mexican border plants. Sometimes one of them gets caught making use of the opportunity to fiddle the prices from one subsidiary to another.

Indeed that international assembly line is getting more and more complicated. Fiat's Agnelli brings

in Polski Fiat motors to Italy while Italian workers are on short time, and ships parts to Yugoslavia. In addition to selling Polish and Yugoslav Fiats in Western Europe, Agnelli brings a knocked down version to his assembly plants in developing countries such as Colombia.

On a smaller scale, the German AEG-Telefunken is now going to import electric typewriter parts from the Russian Kirovograd factory it helped to build. And the German, Dutch and US-owned Fokker-VFW has long been negotiating the building of a joint venture aircraft assembly plant in Romania.

While Hilton hotels are popping up in East Europe to help the Western MNC negotiators feel at home, Reynolds Tobacco begins talks to transform its licencing and technical co-operation cigarette operations in strike-free Bulgaria into a joint venture to produce trans-ideological lung-cancer for export to Africa.

In the opposite direction, a few indications of East European multinational investments have begun to appear, mostly in developing countries. Yugoslavia's Iskra has 49 per cent of a new Iskraemec company manufacturing electric drills, grinders and polishers in Ecuador. Now that Bell Telephone Manufacturing Company of Belgium, itself a subsidiary of ITT, has bought a share in Iskra, who knows what influences will govern Iskraemec's labour relations policies?

As a result of some of these developments, essentially within Western Europe, but no longer entirely limited to that area, trade union meetings on some major MNCs have already begun to consider — or even to chart — the flow of components from one plant to another.

There is a good deal of controversy about the interpretation of employment figures, particularly when they go beyond individual companies, specific sectors or small areas. Few workers who lose their jobs are consoled by statistics on jobs saved elsewhere. Adjustment compensation is often, in the words of an AFL-CIO statement, just "burial insurance." Only a very active employment policy, based on a community willingness to go in heavily for social investment, and linked to a whole framework of economic and social decisions, can hope to balance job needs with shifts in production, technological progress and regional development. Can communities afford to leave those decisions entirely in the hands of MNCs?

Few workers who lose their jobs are consoled by statistics on jobs saved elsewhere

Of course controversy exists too on the employment effects of MNCs in "less developed" host countries. Transfer of highly mechanized production puts few local low-wage earners to work and sometimes puts hundreds of local artisans out of work, as in the shoe industry.

The rows of electronic components factories in free-port areas of South-East Asia, the Mexican border, Barcelona or Lisbon suburbs, using low-wage and high-profit nimble fingers are linked separately to worldwide production, assembly and marketing strategies decided far away. They explain some MNC interest in laws that further the export of capital and the import of their own merchandise.

The argument that any job, no matter how ill-paid or unhealthy, is better than none, is now growing its own, built-in "law of diminishing returns." This is hastened by the discovery that MNC flexibility these days includes not only moving jobs from one industrialized country to another, or from an industrialized country to a less-developed country, but also includes Fairchild Instruments cutting 4,000 jobs in Hong Kong to increase production and create 3,000 jobs in South Korea. Asian electrical workers also report production and job transfers, in some cases back to industrialized countries.

A special type of mobility that has become a major feature of the economics of a number of industrialized countries in recent years is bringing in millions of foreign workers, usually to the lower-paid jobs, rather than moving only plants and investments to low-wage areas. While not limited to MNCs, it is common among the best-known MNCs in Europe. The large proportion of migrant workers, reaching from 20 to 50 per cent in some electrical and automotive plants, has sometimes been used not only to keep wage levels down, but, as in Chrysler and Citroen in France, to keep trade unionism weak and frightened.

Multinational companies usually, but not always, claim to abide by local law and custom. Sometimes that means going along with Fascist and racist regulations. Sometimes, particularly in industrialized countries with democratic traditions or strong trade unions, the MNCs do the right thing. Sometimes they simply refuse. The British Trades Union Congress has cited the cases of Kodak, Roberts-Arundel and Caterpillar. The Roberts case is well-known in Britain: it involved the takeover of a local concern,

casual dismissals, refusal to bargain collectively, rejection of "quaint" local customs such as the tea break, and closure of the plant. IBM and Texas Instruments are cited frequently in trade union meetings. Both are accused of anti-union action in many countries. One difference between them is that Texas is more open about it, while IBM, understandably concerned with sales in municipalities, provincial and federal governments in European countries with Labour or Social-Democratic leadership, prefers to see discussion kept to a minimum.

Both IBM and Texas Instruments have been among the firms in Britain and elsewhere that have put blue- and white-collar workers on an equal footing and that have made some "work humanization" efforts. These steps, however, have been taken without trade union participation or even consultation, as part of a paternalistic and essentially anti-collective bargaining approach. Indeed, to return to Great Britain, IBM has settled in an area of Scotland where the lack of alternative employment lends weight to IBM's house slogan: "THINK," but even more to its house tradition: "NO UNION." At a meeting of the trade union working party on IBM in 1974, a British delegate said: "Of course we have a few craftsmen there who are union members, but they keep it a secret and pay their dues by post."

Attempts to transfer home-country practices can lead to bitter battles, as General Electric found out in Shannon when the company refused to follow the traditional British Isles approach to recognizing all unions with membership in the firm, and tried unsuccessfully to keep out the Irish Transport and General Workers' Union when it failed to enrol 50 per cent of all workers.

Attempts to transfer home-country practices can lead to bitter battles

U.S. and international trade unionists supported the Irish union in its long strike.

Despite claims by many MNC representatives that their choice of locations for production abroad is based on anything except the hunt for cheap labour, none can really argue with Henry Ford's eyesight. He said: "In South Korea, Taiwan and Indonesia we see promising markets and we see an attractive supply of cheap labour."

Some international studies show MNCs in some host countries paying on the average more than local companies. Any number of limiting or influencing factors could be listed, however. For example, the relation between wages and fringe benefits, trade union organization, bargaining patterns and structures, the size of operations, the capital invested, the type of production, the relative number and proportion of job categories, the availability of certain needed categories, local population and employment, age groups, the number of foreign workers or expatriate staff, productivity or other measures of performance, even the varying exchange rates.

Where the MNC average is higher, the difference in salary is greater for white-collar staff than for blue-collar workers. Furthermore, any difference is often greater in less developed countries or areas, where in some cases the foreign firms are as much as 30 times larger, as in Mexico, than the average local firm.

Faced with some of the employ-

ment problems that led Swedish trade unions and government to adopt their "active labour market policy," unions in Italy and West Germany, particularly in the metal industries, have come up with new proposals. In Italy, negotiation has led to a new type of agreement clause with several major Italian MNCs on investment policies linked to detailed employment levels in specific plants. First steps have also been taken toward getting some companies to pay for some needed community infrastructure in the plant neighbourhoods involved.

In West Germany, an attempt by worker members of the supervisory board of General Motors to get the company to invest its German profits locally failed when the majority of stockholder representatives simply insisted on carrying out Detroit instructions and transferring the profits abroad. More recently, the metal union has started a national drive to "link" government encouragement of investment to employment levels fixed in advance. Governmental or legislative decisions of this sort may require a good deal of follow-up and policing to assure observance by local firms. Foreign-based MNCs with sizable operations abroad would be in a better position than purely local firms to find ways around such regulations by using credit and other facilities available in countries with wide-open financial systems.

In several countries, lack of trade union interest in industrial democracy, particularly in sharing responsibility for work reorganization projects, is as great as management indifference toward allowing change in the system whereby management authority or control would be really challenged, by unions or by "autonomous" or "self-managing" work groups. It is

difficult to see how far democratization of the shop could go in practice in MNC subsidiaries.

In Yugoslavia a type of "self-management" has existed for some time. Personal observation would lead to the conclusion that the degree of effective involvement in decision-making by the workers varies considerably. A study of foreign investment in Yugoslavia by the Organization for Economic Co-operation and Development (OECD) points out that the "workers councils" can distribute bonuses "only after the distribution of profits...in accordance with the terms of the contract." The study reports that "in practice, self-management does not appear to have given rise to any difficulties in the joint ventures. If the works council decides that it is in the best interests of the employees to exercise the rights and duties of self-management by sharing them with, or even surrendering some of them to, a foreign partner, then the law gives them fairly wide discretion to do so."

Environmental protection, particularly with regard to workers' health and safety, is a field in which a good deal has been done in the industrialized countries in general. The MNCs, however, do not stand out as pioneers of co-operation with trade unions in involving the workers in democratic solutions to their problems, even in the industrialized countries. The Dutch Industrial Union NVV, for example, found itself talking to deaf ears when it tried to get Philips to discuss measures beyond governmental provisions.

One area where MNCs could profit from the example of international trade unions is precisely that of broadening acceptance of worker participation in effective health and safety controls. Perhaps some

managers will be more open to such ideas if other governments follow the French example of holding managers criminally responsible — after a French Bendix manager was convicted of responsibility for a fatal accident.

More worrisome in this respect is the export by Dow Chemical and other MNCs of pollution and the use of dangerous machinery, production methods and materials, such as polyvinyl chloride and asbestos, to countries lacking in rigorous controls, particularly — but not only — in the Southern hemisphere.

It is difficult to see how far democratization of the shop could go in practice in MNC subsidiaries

The problem of lack of disclosure of information is also causing tension. One way in which unions attempt to overcome that obstacle is through the collection and exchange of information, some of it on the basis of problems or goals, some given priority because of specific situations, or chosen in company-wide meetings. One example has been the question of rest and relief time on the assembly line. The fantastic differences in plants of the same company — sometimes going from 0 to 56 minutes per day — was soon matched by a determination that trade union bargaining representatives should not be obliged to go into negotiations without knowing what had been won by their fellow-unionists in other subsidiaries. In fact a wealth of such information has now been acquired, much of it digested and distributed to the unions concerned. In this sense, MNCs sometimes serve as a channel for

the generalization of a specific improvement in working conditions.

It has become apparent, however, that there are other aspects of importance to both trade unions and communities. One is the simple knowledge of the location of all operations, their employment, products, and finances. At the first trade union seminar on electrical and electronics MNCs in Asia (Tokyo, May, 1974) some participants were very surprised to hear the discussion leader on European-owned MNCs in Asia, a national secretary of the Dutch union, inform them that the major MNC based in his own country would not even let him have a list of subsidiaries in Asia. This situation is apparently not limited to that company's attitude toward questions from trade unionists, since the ILO report on "social and labour practices of some European-based MNCs in the metal trades" shows that same firm as the only one of eleven major companies that gives no data at all on its foreign subsidiaries in its annual reports.

Small wonder, then, that trade unions, national and international, give high priority to the requirement that MNCs publish detailed information on their world operations. Without it, many of the proposed international "codes of conduct," regulations and controls, would be operating in the dark.

Once trade unions began to become more aware of, and concerned about, the international aspects of the decisions of the MNCs, including the management reply to union demands, saying "I have to check with the home office first," they began to look to their own international colleagues for support. Co-operative efforts moved from occasional fire-fighting to more continuous

co-ordination and a striving for common goals, tactics and eventually strategies.

The first step was taken in the late 1950s and early 1960s, although in most small MNCs and in quite a few large ones it is still as far as unions have gone.

That is the "fire-fighting" stage, calling for help, usually after a bitter conflict has already started, or occasionally asking for information in preparation for a conflict. Help, in the form of solidarity messages, protests to world management and a symbolic financial contribution, played a helpful role. Many of the events mentioned in this report were indeed the occasion for support action on such an ad hoc basis. Too often, however, the appeal has come too late — and the back-ground information has been too limited — to produce timely and effective action.

There have even been a few occasions when a couple of telephone calls did work, but not many. One that comes to mind was a five-week strike in 1973 in a small Swiss-owned metal plant in France called Rolba. French trade unionists called the international federation in nearby Geneva to complain that the manager had dismissed a leading trade unionist and refused to negotiate. This complaint was relayed at once to the top Swiss management in Zürich by both the IMF and (undoubtedly more to the point) by the Zürich secretary of the Swiss metal union. The astonished company president agreed, on the telephone, to go to France and actually did drive there the next day. He met with the local union, rehired the dismissed unionist and settled the strike. That does not often work so easily, particularly with big firms, but some forms of pressure do facilitate a solution.

...trade unions give high priority to the requirement that MNCs publish detailed information on their world operations


National trade unions may also intervene, usually at the request of their international organizations, in a dispute concerning an MNC headquartered in their country. Typical examples are intervention by Canadian auto workers in a dispute involving Massey-Ferguson, and steelworkers in disputes involving INCO and Alcan. Sometimes this is accompanied by visits to the host country and subsidiary where the problem arises. Just recently, German trade unionists thus contributed to the settlement of conflicts in the Spanish plants of Osram and Robert Bosch, and U.S. trade unionists did likewise with regard to Chrysler and John Deere.

The "third stage" of international trade union activity on MNCs has been marked by one positive and one negative aspect. The positive aspect has been the gradually increasing interest, apparent in the early 1970s, in spelling out an overall strategy. The pragmatic beginnings of world council activities in most cases implied a certain framework of action within MNCs, whose general power in the world was growing unrestrainedly. Voices calling for a broader approach began to make themselves heard. Moves in that direction were furthered by the decision of the ILO Metal Trades Committee in 1971 (and subsequent ILO and other UN conferences at other levels), calling for action by the UN and its agencies.

The detailed resolution of the International Metalworkers'

Federation world congress in Lausanne, also in 1971, called for joint action by trade unions and allied political forces in fighting for controls, both within the MNCs and on a public basis. The decisions of the International Confederation of Free Trade Unions world congress in London in 1972, went in that same direction. This led to setting up in 1973 a joint MNC working party of the ICFTU, several International Trades Secretariats, and gradually the Socialist International, the International Co-operative Alliance and, in 1974, to the election of a number of governments led by Social-Democratic or similar parties.

The negative aspect is what appears to be a reluctance to advance, or perhaps a conscious tendency among MNCs to stop, or at least to slow down, the trend toward more meaningful international meetings between unions and MNC management. This reluctance, however, has conflicting effects. It takes several forms, such as arguments over the agenda, complaints about releases, attempts (such as the one mentioned above) to dictate the make-up of union delegations, frequent postponements or simply refusing to meet.

One effect of such reluctance on the part of some MNCs, in metals and elsewhere, has been to encourage a growing interest in public controls. The most pragmatic trade unionist, confronted by an interlocutor who won't budge, will look around for a pole with which to lever him, and for allies to help wield it. This may well be another case in which old management attitudes contribute to new trade union action. 

The foregoing was condensed from an address to the Second International Conference on Trends in Industrial and Labour Relations, Montreal, 1976.

The response of international organizations to transnational corporations

by Kari Tapiola

There is near consensus that the development of powerful corporations with extensive activities abroad — corporations we have chosen to call transnational — has not been met with measures that create effective countervailing powers. Thus, the inevitable point of departure when speaking about the response of international organizations is that there is no single international instrument regulating or influencing the operations and practices of transnational corporations. Consequently, there has been a simultaneous drive in several international organizations, and more recently in the United Nations, to take up for study and action the whole range of questions related to multinational or transnational corporations.

Actually, we do not deal with a new phenomenon. International investment has been with us for decades, spurred on by the development of technology and communications after the industrial revolution. Even before this trend grew stronger, international events were substantially influenced by developments in world trade. Similarly, "rules of the game" have always been sought. An American anti-trust expert recently pointed out that early Roman legislators were sufficiently concerned to pass laws prohibiting profiteering and joint

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action to influence the corn trade. And in modern times agreements relating to international investment and business can be traced back at least to 1889 with The Paris Convention for Protection of Industrial Property.

But the almost explosively-aroused awareness of the world community during the past two decades has cast the transnational corporations in a new light. This certainly is due to the unprecedented growth of these corporations, with the new quantitative and qualitative dimensions this growth has opened up. Through their capacity to move capital, technology and entrepreneurship across national frontiers, the transnational corporations have become the main vehicles for the internationalization of production. The value of international production controlled by them today exceeds that of international trade. They are definitely — as reported by the Group of Eminent Persons appointed in 1972 by the secretary-general of the United Nations — important actors on the world stage.

In delivering their report in 1974,

the Group of Eminent Persons enumerated several concerns that had become evident during the hearings and meetings conducted in 1973 (LG, Dec.'73, p.807). Host countries are concerned about the ownership and control of key economic sectors, the cost to the domestic economy, the extent to which transnational corporations may encroach upon political sovereignty, and their influence on socio-cultural values. Home countries are concerned about the effects foreign investment may have on domestic employment and the balance of payments, as well as the capacity of transnational corporations to alter the normal play of competition.

Trade unions are concerned about the impact on employment and welfare of the workers and on their bargaining position. Consumers are concerned about the appropriateness, quality and price of the goods produced by transnational corporations. And the corporations themselves are concerned about the possible nationalization or expropriation of their assets without adequate compensation, and about both host and home country policies.

The Group of Eminent Persons reached the following conclusion: fundamental new problems have arisen as a direct result of the growing internationalization of

production, carried out by transnational corporations. Consequently, the verdict was that these problems must be tackled without delay.

On the basis of the report, the UN Economic and Social Council decided in the summer of 1974 to establish an intergovernmental Commission on Transnational Corporations, a 48-member body to meet annually to assist the Economic and Social Council in dealing with the issue of transnational corporations. One of the tasks of the Commission: to undertake work that may assist the Economic and Social Council in evolving a set of recommendations which, taken together, would represent the basis for a code of conduct dealing with transnational corporations.

It was also decided to establish an information and research centre to provide the necessary support to the Economic and Social Council and the Commission — to develop a comprehensive information system on the activities of transnational corporations, to organize programs of technical co-operation and to conduct research on various political, legal, economic and social aspects relating to the corporations.

The Commission held its first session in March 1975, and the second was concluded in Lima, Peru early this year. The Centre became functional in November 1975.

There are, in fact, several global, multiregional, regional and other instruments — such as conventions, agreements, recommendations, various kinds of codes and guidelines — which in some way touch upon the activities of transnational corporations. These are, however, either of limited scope or apply to areas with

...there is no single international instrument regulating or influencing the operations and practices of transnational corporations

certain common specifics. Some of them have been drawn up in the United Nations specialized agencies. Some are regulations or decisions of regional bodies and can constitute an element in the economic integration of these regions. Some instruments take the form of guidelines or charters by international non-governmental organizations.

It is repeatedly pointed out that if the Charter of the International Trade Organization, signed in Havana in 1948, had been ratified, a global basis for dealing with international economic relations — and specifically foreign investment and restrictive business practices — would have been constituted. The validity of this assessment, however, was never put to the test. In any case, the early years of the United Nations were less economically and socially oriented than they are today.

The number of resolutions and other documents touching upon the effects of foreign investment has increased during the past dozen or so years. Resolutions of the United Nations General Assembly have dealt with the principle of permanent national sovereignty over natural resources, financing economic development, and transfer of technology. The resolution on the International Development Strategy for the Second United Nations

Development Decade (1970) has relevance in this context. Especially important are the resolutions of the sixth (1974) and seventh (1975) special sessions of the General Assembly and the resolution on a Charter of the Economic Rights and Duties of States. These documents contain direct references to transnational corporations, and in a sense are an essential part of the foundation for later work in the United Nations itself.

The General Assembly resolution on the establishment of a New International Economic Order (1974) referred to “regulation and supervision” of the activities of transnational corporations. The relevant program of action, in section V, under the heading “Regulation and control over the activities of transnational corporations,” endorses the formulation and implementation of a code of conduct for transnational corporations. Foreign investment and the rights of states to regulate and exercise authority over it are covered by the Charter on Economic Rights and Duties of States (General Assembly, 1974) as well.

The Lima Declaration and Plan of Action on Industrial Development and Co-operation, adopted at the Second General Conference of UNIDO, 1975, deals with regulation and supervision of foreign investment and the promotion of transfer of technology. It stresses also the desirability of participation in investment projects within the framework of development plans and programs of the developing countries. UNCTAD has been conducting work on an international code of conduct for the transfer of technology. The code is expected to focus principally on obstacles faced by the recipients of technology.

As for monetary co-operation and international finance, it can be noted that the Articles of Agreement of the International Monetary Fund constitute a certain code of conduct for inter-governmental financial relations. This also has a regulatory effect on the activities of the transnational corporations and especially on internationally-active financial institutions.

None of these UN documents, or instruments, however, deals exclusively with the corporations. No comprehensive instrument of either binding or promotional character on this specific subject has emerged directly from these fora.

In many ways, the International Labour Organization is the most suitable forum to deal with a number of specific questions related to transnational corporations. The ILO has convened tripartite expert meetings on transnational corporations and social policy (using the concept, "multinational enterprises"). Studies in specific areas of concern have been carried out. Work in the ILO, however, is not yet approaching its final stages, and there is no agreement on the form or character of a possible instrument or instruments. Quite a few of the more than 130 Conventions adopted at the annual International Labour Conference have a certain significance as to the activities of transnational corporations.

The Council of the Organization for Economic Co-operation and Development (OECD) issued in 1962 a Code of Liberalization of Capital Movements which also is in conformity with principles stated in the Convention of this multiregional organization of industrialized market economy countries. The general aim of this

code is the progressive abolition of restrictions on movements of capital to the extent necessary for effective economic co-operation.

More recently, the OECD has taken up directly the question of transnational corporations, and its Committee on International Investments and Multinational Enterprises has prepared guidelines on transnational corporations and procedures for intergovernmental consultations on issues relating to them (see p.579). The Organization of American States is also studying the possibility of a comparable code of conduct.

...fundamental new problems have arisen as a direct result of the growing internationalization of production

A multiregional instrument dealing with relations between developed industrialized countries, on one hand, and a group of developing countries, on the other hand, is the Lomé Convention concluded in 1975 between the European Economic Community and 46 African, Caribbean and Pacific (ACP) states. Some of the provisions of this treaty relate to international investment, relations between enterprises, industrialization and the transfer of technology.

The European Economic Community and the Andean Pact have prepared or are preparing regional instruments of a binding character. The EEC, specifically, is currently working on a proposed European Company Statute. This

would define the terms for European Companies, registered as such in the European Commercial register. The statute would also cover the structure as well as the rights and obligations of such companies. Some provisions would also deal with industrial relations. In a way, the statute detaches the companies from dependency of national laws, binding them instead to specific legal rules of the European Community.

The European Company Statute is oriented to the transnational corporations within an integrated group of industrialized countries. Decision No. 46 of the Andean Pact, entitled "Standard Code on Multinational Enterprises and Regulation of the Treatment Applicable to Subregional Capital," relates to stock companies with at least 60 per cent of capital from national investors of two or more member countries. The decision covers the structure, powers and obligations of these subregional enterprises. Decision No. 24 of the ANCOM concerns the common treatment of foreign capital trademarks, licensing agreements and royalties in the area.

It might be observed that a high level of integration, which includes harmonization of national legislation, can be a most effective way to achieve the aim of supervising transnational corporations. Outside the EEC and the Andean Pact, however, this approach is not prevalent, at least for the time being. Therefore the terms "codes" or "guidelines" are more frequently used than laws or legal statutes.

Transnational corporations have repeatedly received much attention in the discussions and decisions of the non-aligned countries. In 1972 the foreign ministers of the

non-aligned countries called for a set of criteria, techniques and procedures to make private foreign investment serve national development objectives. A year later, the Fourth Summit Conference of the Non-aligned Countries adopted an action program for economic co-operation recommending joint action on the transnational corporations, and a global strategy. One of the decisions at the conference concerned the establishment of an information centre of the non-aligned countries, for the purpose of exchanging information and experiences related to the transnationals.

Among the relevant regional documents agreed upon between industrialized countries with different social and economic systems is the Final Act of the Conference on Security and Co-operation in Europe. It contains a relevant section entitled "Co-operation in the field of economics, of Science and Technology and of the Environment."

Many non-governmental and private bodies — including the transnational corporations themselves — have codes or charters that often deal directly with the issue in question. These are mainly declaratory, either self-imposed, with the amount of bindingness conditioned by the organization itself, or a set of demands by a group whose interests are directly concerned.

Thus, the International Confederation of Free Trade Unions has for some years — in conferences and working groups of the ICFTU and the International Trade Secretariats — formulated its own sets of demands. The outcome of this work was a Multinational Charter, adopted by the World Congress of the ICFTU

In many ways, the ILO is the most suitable forum to deal with a number of specific questions related to transnational corporations

in 1975. The World Federation of Trade Unions adopted in its Congress in 1975 a "Charter of trade union rights and the economic and social demands of the workers in capitalist countries at the present time," a chapter of which calls for measures concerning transnational corporations. The Nordic Trade Union Confederation, in 1974, outlined a program on control of the transnational corporations, presented primarily to the Nordic governments.

On the business and employer side, the International Chamber of Commerce in 1972 adopted a set of Guidelines for International Investment, containing recommendations and expectations regarding investors, the investor country's government and the host country's government. The ICC guidelines note that "in an increasingly interdependent world, all resources — public and private, domestic and international — capable of making a contribution to economic and social welfare must be effectively marshalled." Various transnational corporations themselves have internal — often unpublished — company codes or guidelines on, inter alia, relations with authorities, organizations and individuals in host countries.

The overall effect of these documents of trade union and business circles depends, natu-

rally, on their observance and/or on the degree they can influence national and international policies. One international forum with employers' and workers' representation is naturally the ILO. The parties in the labour market have their say in the OECD and EEC, too. As to the dealings in the United Nations — and, specifically, the Commission on Transnational Corporations — large workers' organizations as well as the ICC have a consultative status with the ECOSOC and have attended sessions of the Commission.

The approach stressing the necessity of preparing a code of conduct has prevailed in the discussions during both the first and the second session of the Commission on Transnational Corporations. In the second session, the highest priority was given to the elaboration of a code. The time-table and modalities of work were also approved. The recognized desire to have a code, however, leaves open a set of questions which every international body wishing to draft regulations covering the subject has been confronted with. They relate to the scope and status of the code. Some anticipate an eventual legally enforceable code, with penalties for non-observance. Others think in terms of a voluntary set of guidelines. Some envisage a code addressed solely to the transnational corporations which others feel should be addressed to both corporations and governments.

The commission could not resolve these differences. Instead, they have been put aside for the time being and preparatory work for a code has been initiated. This follows a consensus, in an encouraging atmosphere, that whatever the legal nature of a code, it should be effective. It may

well be that progress in the practical work will in due time bring about solutions to the differences that still today are regarded as insurmountable. A reverse approach would have served merely to block any progress at this stage.

It is significant that agreement has been reached on the time-table and the procedures to be followed in preparing a code of conduct. The commission has decided to establish a working group composed of all member states of the commission. This working group will meet between the annual sessions of the commission. It has been requested to submit an annotated outline of the code of conduct to the third session of the commission in the spring of next year. On the basis of further instructions from the commission, the working group should then submit a full text of the code to the fourth session of the commission in 1978.

It is now necessary that the governments define more specifically their views and proposals on a code. Individual governments will first of all be invited to send these to the Information and Research Centre. Furthermore, regional meetings of governments will be organized during the second half of this year. Thus, representatives of developing countries in Africa, Asia and Latin America will come together and endeavour to define proposals for a code in the light of the particular needs and conditions in each region. A joint unit of the Centre and the Economic Commission for Latin America has recently been agreed upon. In accordance with a resolution of the ECOSOC, last summer, similar units are to become functional in all of the regions.

The commission has recognized

the necessity of receiving inputs from non-governmental interested parties, such as business, trade unions and consumer groups. Organizations representing these circles have, by virtue of their consultative status with the ECOSOC, made their views heard at the sessions of the commission. The centre has been requested to solicit in a more comprehensive manner the views of these groups and to incorporate them in a document that also will be submitted to the working group. The last is expected to be assisted

A high level of integration, which includes harmonization of national legislation, can be a most effective way to achieve the aim of supervising

by individuals with direct experience in trade unions, business and other circles. These persons would be available to assist both the working group, in the preparation of a code, and the commission in general. The centre will continue to remain in touch with all interested parties, and is expected to proceed speedily with the collection of publicly available information, both general and specific. This would include the preparation of profiles on individual transnational corporations.

There are, of course, constraints that result either from national legislation or requirements of business confidentiality, and these may present obstacles to the collection of information which normally is not publicly available.

The commission has also stressed the importance of moving ahead rapidly with the establishment of standards for developing and collecting comparable information. This will be the task of a group of experts on international standards of accounting and reporting. The group will review existing reporting practices and propose standard items and their definitions, which should be included in corporate reports.

In the area of research, the commission concluded, on the basis of a survey carried out by the centre, that while much is being done, the work is not sufficiently problem-oriented and does not focus adequately on the impact of transnational corporations in developing countries. The commission therefore decided on a considerable amount of work to be carried out or sponsored by the centre. A comprehensive integrated study will be undertaken as a sequel to the study completed by the United Nations Secretariat in 1973. The centre is also to undertake in-depth studies of such vital issues as the impact of transnational corporations on the balance of payments, particularly of developing countries, on investment and production by domestic enterprises and on employment. In addition, the centre has been requested to examine the role of transnational corporations in a number of sectors, notably in banking, insurance, shipping, tourism, the extractive, food and pharmaceutical industries.

The commission also attaches great importance and urgency to the technical co-operation program of the centre. This is aimed at strengthening the negotiating capability of the developing countries. Advisers will be made available to requesting


governments to assist them on matters ranging from national investment policies and legislation and their application to specific investment proposals. Training workshops for government officials will be continued, and the centre will respond to inquiries from governments for specific information.

...agreement has been reached on the timetable and the procedures to be followed in preparing a code of conduct

The second session of the commission coincided with an upsurge of reports on corrupt practices involving transnational corporations, particularly in connection with their marketing methods. The General Assembly adopted unanimously last December a resolution on corrupt practices. It specifically requested the commission to take up this problem. An initial discussion took place in the session, with added impetus and publicity from the recent developments and disclosures.

The commission had before it a

proposal by the United States calling for the establishment of a working group to prepare an international agreement on this subject. Although the initiative was generally appreciated, most delegations felt that more time was needed to study it as well as any other possible approach. For this reason, and because the scope of the proposal covered not only foreign investment but also trade, it was decided to recommend to the ECOSOC that it consider this issue and take appropriate action at its 1976 summer session.

There certainly are serious and very deep-reaching problems to be solved, and it may well be that some basic contradictions can never be fully eliminated. The question, however, is more of an accommodation — a *modus vivendi* — in accordance with the political will expressed by the world body. What now is projected — besides the partial regional measures — is a universal comprehensive approach, which also has fixed goals and a time plan for some of them. What will be the concrete form, remains of course to be seen. The activities and decisions of the commission in the next few years will be of great importance. The Centre on Transnational Corporations will, for its part, do its best to provide it with the necessary support. 

The foregoing was condensed from a paper to the International Conference on Trends in Industrial and Labour Relations, held May 24-28 in Montreal

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A profile of the first-line supervisor

by J.W. Westcott and Marijane Terry

Being a first-line supervisor is not an easy task, and perhaps a better name would be "firing-line" supervisor. On the one hand, first-line supervisors are responsible for the people under them, and are the most visible targets for complaints. On the other, there is a more powerful management group above, who, while sending down directives, are not always ready to accept the first-line supervisor as an equal and integrated part of the management team. This tends to make the first-line supervisor's job difficult and sometimes a little lonely.

In some ways it might seem to be a thankless job, but it is, nevertheless, a highly important function within any organization. The first-line supervisor, while often having little or no control over the formulation of policy and planning, is the person who is most visible in their implementation. In this context, we define a first-line supervisor as a person who supervises line workers, or someone who supervises people who have no supervisory responsibility.

It is essential for the first-line supervisor to have the skills, knowledge and motivation to reconcile objectives which are received from higher levels of management with the actual means of production. It is in the supervisor's scope that the needs and demands of management and labour meet, and it is these people's task to satisfy both sides while still meeting the requirements of the work.

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The conclusions in this article are based on a sample of 460 people, of whom 99 were first-line supervisors drawn at random from 20 companies in Canada involved in manufacturing, the service industry, natural resource development, sales and marketing.

The study was undertaken to provide information about the Canadian business population. The existing norms tended to be based on U.S. data drawn from the testing of a sample of the general population of high school graduates. Our study provides information to assist companies to select Canadian employees. It is based on comparisons between a job candidate's skills and those of others in their peer group.

The basic intellectual capacity of an average first-line supervisor in our study of 460 people exceeds that of 88 per cent of the general population. This is an excellent

level, and should enable the first-line supervisor to deal with a wide variety of problems. Specific aptitudes are also well developed, with particular strength in the verbal area. Good communication skills are essential to this job, both in oral communication and in written work, and the average supervisor from among the 99 we tested surpasses more than 80 per cent of the general population we tested in this aptitude.

Being able to understand and to be understood by all levels is not easy, and this is an essential skill for management. The supervisor's numerical skills were much better developed than those of the general population. Abstract skills, or the ability to think logically in non-verbal terms, are about equal with the others tested. This is not surprising, as this tends to be a skill which in today's business world is becoming increasingly specialized, for example, in terms of computers.

The first-line supervisor's skill and accuracy in detail work are very high, not only in comparison with the general population, but also in relation to the higher management level executives we tested. This is likely due to the fact that supervisors deal most immediately with the practical and the concrete, and a wealth of factual detail accompanies work at this level. Concurrently, we found that first-line supervisors' ability to make everyday "common-sense" judgments

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is above average. By "common-sense" judgment, we mean the ability to solve practical, factual problems in an everyday, immediate setting, as opposed to long range, theoretical problems.

In upgrading a supervisor's managerial skills, one of the most important considerations is strengthening the ability to analyse and evaluate complicated alternatives. This area is the first-line supervisor's weakest. These skills are learnable and the best training in their acquisition is on-the-job practice, where the actual involvements and steps of the decision-making process are demonstrated and absorbed. Management level decision-making skills are essentially for long range, theoretical or conceptual kinds of problems, while the first-line supervisor deals more with immediate, factual types of problems. Nevertheless, in comparison with the general population, levels of skill in this area are well above average.

Compared to the general population, first-line supervisors have more active and inquiring minds, and probably make better use of intellectual ability within the work setting. In this context, "intellectual capacity" has been measured through standard tests which demonstrate problem-solving ability and the reasoning potential of any one person compared to another person. Since the job primarily stresses practical and pragmatic solutions to everyday problems, the first-line supervisor's approach is an orderly and somewhat careful one, but one which can be innovative and flexible as well.

A first-line supervisor's ability to be sensitive to the moods and feelings of other people is slightly below average. This somewhat

For some, first-line supervision is a goal, for others it is a stage in their development

nebulous quality was assessed by means of attitude surveys. The problem here is that a supervisor's first concern is directed at getting the job done, and recognizing how other people feel about it takes second place because of work pressures. This is an area where a first-line supervisor should pay close attention, for being able to evaluate and appreciate others' reactions can be very helpful in eliciting co-operation and bringing more positive motivation into effective play.

Expectations for behaviour differ in the business setting from those in ordinary social situations, business being more attuned to industrial imperatives, although both settings have their own formalized and unwritten codes of conduct. In comparison with the general population, first-line supervisors have a high level of tact in social settings, and are above average in the business setting as well. This tendency was also detected by means of attitude surveys. It is an important part of the supervisor's repertoire of talents to be able to logically observe others and come to an understanding of their motivations.

While most supervisors differ little from other people in terms of the need to build relationships with others, they do tend to take a more intellectual approach to maintaining interpersonal relationships. It is important to be able to continue a friendly and co-operative atmosphere with subor-

dinates while still being able to exercise authority and control. A supervisor who makes a hash of his interpersonal working relationships will soon find himself being blocked by actual or passive antipathy. Needless to say, interpersonal skills can be used to advantage in an upward direction as well.

The ability to sell might not, upon first reflection, be deemed to play a very great part in a supervisor's position. However, if one thinks of the ability to sell not just strictly in terms of products or consumer goods, but also as the ability to sell ideas, then it does become a consideration. First-line supervisors' interest in selling and

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appreciation of sales techniques far surpass that of the general population, although falling below that of professional salesmen. A supervisor can make effective use of this skill in two directions. First, he can "sell" ideas about production methods and the best utilization of his people to superiors, and second, he can "sell" management plans to those below him, minimizing misunderstanding from the ranks.

It can be seen then, that the mixing of intellectual, interpersonal and business skills plays an important part in a first-line supervisor's effectiveness. All skills are well above average when compared to the general population, and while some may have been that way naturally, others have had

to be developed and constantly practiced. Other factors are involved in effective first-line supervision as well, although they are not always readily apparent.

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The need for achievement and the need for dominance are two inter-related factors which make people strive for objectives. Both of these needs are very high in first-line supervisors, much higher than in the general population. Their ability to accept responsibility is above average, and they seem to be able to work on their own much better. While a first-line supervisor's need for autonomy is not a high one, incumbents of this position are effective in working toward goals and objectives once a fair amount of definition has been given, and will be orderly and persevering in achieving them. Levels of emotional stability and objectivity are above average, so

that supervisors will be able to work without pressure adversely affecting their work and will be able to avoid becoming emotionally involved better than the average person could.


A first-line supervisor will generally be seen by others as a positive, optimistic and self-confident person, who is both well-controlled and outgoing. First-line supervisors appear to value financial and power considerations more than the average person, and while there is a high need for dominance, there is less than average aggressiveness. One interesting aside is that first-line supervisors have a higher need for change and variety than the average person, although balancing this is a need to meet their commitments. Providing the fuel for their abilities and skills is a higher than average energy level, which permits first-line supervisors to carry heavy and demanding work loads over protracted periods of time.

If one were deliberating one's chances of being a successful first-line supervisor, it would be apparent that there are manifold elements to consider. Higher than

average intellectual ability, interpersonal skills, business skills and certain personality characteristics, as well as basic managerial skills are all required to constitute a successful first-line supervisor. Not only must a first-line supervisor possess these skills and aptitudes, he must make effective and committed use of them. It is not an easy position to be in, and every talent that can be utilized benefits both the individual and the organization. Fortunately for

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those of us who do not possess the necessary skills, many of them are learnable and we can encourage their development.

In conclusion, we have found that first-line supervisors' skills and abilities run well above average in most areas, which is very helpful for those who must keep a permanent balancing act in motion. 

Britain's unemployment crisis endangers "social contract"

by John Bank

If economic forecasts can be believed, Britain is only half-way toward ending its crisis. Unemployment rages at 1½ million. The pound is still weak. The current balance of payments deficit can't be set right until 1978. Investment in manufacturing continues to decline. Inflation isn't expected to fall to 10 per cent until December 1977. With wage increases frozen at 4½ per cent and prices climbing at a faster rate, the British working class must face a third straight year of a reduction in living standards. This hard economic reality put an edge on the Trades Union Congress in Brighton, September 6-10.

Unemployment was the keynote of the Congress. TUC President Cyril Plant, in his opening address, said: "No Congress since the War has met under such a crisis of unemployment." He warned the Labour government that the TUC viewed the jobless statistics as totally unacceptable. "There is a limit to the loyalty they, or any government, can expect from the trade union movement when unemployment is rising at its present rate," he said.

He called on the government to take immediate steps to deal with the problem. Specifically this meant controlling imports, and stopping run-away capital. It meant job creation with the young in mind.

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Plant recognized the complexity of the problem, in that today's unemployment is fundamentally different from that before the War. "In some ways it could be termed technological unemployment, and that simply means we are now able to produce most of the things we want with fewer people. This should lead us to a greater understanding of using leisure and a shorter working year...or indeed a shorter working life."

As Britain's representative to the International Labour Organization, Cyril Plant is one of the most widely-traveled members of the TUC General Council. He fitted Britain's unemployment problem into the international context and reminded delegates that international joblessness dwarfed Britain's problems.

Plant cautioned delegates not to lay the blame for unemployment at the door of immigrants. "It is

"No Congress since the War has met under such a crisis of unemployment"

unjust and unfair to make scapegoats of innocent people," he said. "There are less than two million black people in Britain today. They are no visitors, they are here to stay. Approximately 40 per cent were born here.... Britain is therefore, and will remain a multiracial society. Before we preach to the rest of the world on how they should conduct their affairs we must, as I know we shall, create a harmonious and just society in Britain for all groups." His eloquent words must have echoed in the ears of the TUC's solitary black delegate.

The TUC declared its support for a scheme that would encourage workers near pensionable age to retire and free their jobs for younger unemployed workers. The scheme is under discussion by the government and the Manpower Services Commission. It was presented as part of the TUC's employment policy report.

Len Murray opened the TUC's economic debate by presenting a policy for the next three years that envisions a planned and orderly return to free collective bargaining in 1977. "We must ensure that the restoration of the process of collective bargaining — which all of us want — does not plunge us back into the whirlpool of wage-price inflation."

"We knew more than 12 months

ago that restrictions on wages, even on a voluntary basis, steadily pile up rigidities and anomalies that eventually have to be relieved," Murray said. "We cannot go on ignoring forever the cumulative pressures that are built up by such restraints."

But the TUC leader cautioned: "The move next year toward a more flexible system must not be a lurch into instability, but an orderly process. Otherwise we shall give away all that we have gained."

What has the TUC gained for workers by its voluntary pay restraint? There is a cornucopia of pro-union legislation which includes a repeal of the 1971 Tory Industrial Relations Act, the Employment Protection Act, and the Industry Act. Either at the end of this Parliament, or more likely in the next, the government will introduce its Industrial Democracy Bill, which will put workers on the top boards of private and public companies across Britain. The Bullock Committee of Inquiry in Industrial Democracy is due to report before Christmas, recommending what form workers' participation should take. Leaks on its progress already indicate that the Committee's report will satisfy most of labour's demands.

In the TUC industrial democracy debate, Len Murray outlined the Congress' position on the matter. It contained three conditions: all worker-directors must be chosen through trade unions; all must be accountable to their unions; and there must be parity — equal representation of the unions and shareholders on the top boards.

The Congress again voted to support the TUC industrial democracy policy, but the debate brought out opposition to the idea

of workers on the board from three of Britain's six largest unions. The electricians' union is against it because it believes that collective bargaining is adequate to meet workers' needs. The engineers oppose the TUC policy, saying that workers on the boards should be restricted to just the nationalized industries. John Boyd, the engineers' general secretary, told the Congress that worker participation in private industry was pointless since the motives of unions and bosses were divergent. The General and Municipal Workers opposed the TUC industrial democracy policy on the grounds that every group of workers should have the freedom

...no one could disagree that in Britain "the unions have a major impact on every political, social and economic issue of the day"

to choose their own style of participation. Their spokesman, Ken Baker, argued against legislation that would impose one model of industrial democracy on all. The model the TUC has so far developed is that of a supervisory (policy-making) board with 50 per cent union membership that would appoint a management board to get on with the day-to-day running of the enterprise.

A successful women's rights motion called on the government to amend the Equal Pay Act so that it provided for "equal pay for work of equal value instead of equal pay for work of the same, or broadly similar nature." The new wording would close loopholes

and force clear interpretations by industrial tribunals.

Joe Morris, president of the Canadian Labour Congress and fraternal delegate to the TUC, was greeted affectionately by TUC president Cyril Plant as "one of Britain's finest exports." Morris explained the CLC's struggle with the Canadian government to the delegates. "The work of all trade unionists from one end of Canada to the other was dramatically changed on October 14, 1975, when our prime minister introduced, without any consultation, his program of wage controls," he said. "We in the Canadian Labour Congress were asked to co-operate in putting it into effect but we refused to do so because the program did not control prices and made no attempt to deal with the severe unemployment. In our eyes it could not be anything but a '...cold, calculated attempt by the government to fight inflation at the expense of the poor, the disadvantaged, the people on fixed incomes and the unorganized'." He outlined the main provisions of *Labour's Manifesto for Canada* and credited London as the birthplace of tripartism at the end of the First World War.

Joe Morris' tale of woe demonstrated to any TUC delegate, who needed reminding, how different life for the trade union movement is under a government that acts without the consultation and collaboration of the unions. For although the Trades Union Congress was critical of the Labour government's cuts in public spending and its failure to deal more effectively with unemployment, no one could disagree with white-collar leader Clive Jenkins. He observed: "the unions have a major impact on every political, social and economic issue of the day." [9]

Changes in provincial social assistance legislation in 1975

During 1975, rates of assistance across the country were revised to reflect increases in the cost of living. Several provinces raised the levels of allowable assets and specified scales for earnings exemptions. In Saskatchewan, the Saskatchewan Income Plan was introduced to supplement the incomes of those 65 and over, who receive the federal Guaranteed Income Supplement. Manitoba introduced into its legislation a section to provide for the recovery of payments made in error or obtained by false statement. In British Columbia, that section of the Social Assistance Act concerning the right of an applicant or recipient to appeal decisions was proclaimed in force, and regulations dealing with appeal procedures provided that all appeal proceedings be confidential. In Nova Scotia, the Social Assistance Act was amended to include a section on confidentiality.

Some of the major changes that were made during the year are summarized below.

NEWFOUNDLAND

Rates of assistance

As of January 1, the social assistance rates for ordinary needs were increased. The maximum amount of social assistance granted for food, clothing and personal care, fuel, household maintenance and utilities varies according to the number of adults and children in a household. The following is a sample of social assistance rates:

*Prepared by the Welfare Information Systems
Branch of the Department of National Health
and Welfare.*

The amount of social assistance payable for fuel to an adult or family in Labrador for the period November 1 to April 30 each year was changed from \$15 to \$17.

As of April 1, a uniform Comforts Allowance of \$34 a month was paid to all needy persons who resided in institutions and hospitals. Payments are indexed to reflect the cost of living and are adjusted annually, as are other social allowances.

The allowance for board, lodging, clothing and personal care rose from \$100 to \$113 for an adult or a child 16 or older and from \$40 to \$45 for a child under 16 where the landlord is not a relative. Where the landlord is a relative, the rates were increased to \$101 from \$90 in the

case of an adult, and the regulation was further amended to include a child 16 or older. The rate in respect of a child under 16 was changed from \$40 to \$45.

Eligibility — strikers

Persons who are unemployed as a result of strike action by others may be eligible for social assistance and are no longer required to sign promissory notes as a condition of receiving assistance.

Special needs

Before October 1, special needs included work-related clothing and equipment, specific types of food for certain diseases, union initiation fees in some cases, and certain needs of recipients of the Old Age Security Pension and the Guaranteed Income Supplement and their spouses who, because of loss of income due to retirement, could no longer meet all their expenses. As of October 1, the needs of OAS/GIS recipients and their spouses no longer fall under special needs.

Additional assistance

As of September 1, registered blind persons who received or applied for social assistance became entitled to additional assistance of \$50 a month under Regulation 6 of the Social Assistance Regulations. In some instances, recipients may already have been receiving part or all of this \$50 for reasons other than blindness. These people can receive the balance of the amount, if any.

	maximum \$ per month
1 adult	163
2 adults	225
3 adults	265
1 adult with 9 or more children	361
2 adults with 7 or more children	361
4 adults with 3 or more children	361

Reorganization of field services

In 1975, field services were reorganized in Newfoundland. All Welfare Officers in the Department of Social Services were renamed Social Workers. Changes in management positions were also made. Regional Administrators were renamed Regional Directors. District Supervisor, Welfare Worker Supervisor and other Officer-in-Charge positions were abolished. District Administrator, Program Consultant and Social Worker Supervisor positions were established.

PRINCE EDWARD ISLAND

Rates of assistance

The rates payable for items of basic need were increased, June 1. In the calculation of the pre-added budget, the following items are included: food, clothing, household and personal supplies. The maximum amount of social assistance that may be granted, varies according to the number of adults and children in a family unit and according to the ages of the children. Some examples are:

	maximum \$ per month
1 adult	81
2 adults	142
1 adult with 1 child	136
1 adult with 10 children	553
2 adults with 1 child	202
2 adults with 10 children	616

Where there are more than six children, \$56 a month is added for

every child between 0 and 11 years of age and \$80 a month for every child between 12 and 18 years of age.

Comfort allowance

The comfort allowance payable to beneficiaries in homes for special care was increased from \$20 to \$30 a month. The allowable comfort fund balance of any recipient, in excess of which a further comfort allowance may not be paid, was increased from \$150 to \$200.

Special care allowance

The Special Care Allowance for an applicant for or beneficiary of assistance, who is also a beneficiary under the Blind Persons Act, was increased in 1975, from \$75 to \$95 per person per month. Eligibility for this allowance is conditional upon an applicant's or beneficiary's not receiving, for items of basic need or special need, more than \$170 a month if single and \$340 a month if married and living with a blind spouse. In 1974, these amounts had been \$150 and \$300 respectively.

NOVA SCOTIA

Rates

In July, the Social Assistance rates were increased as follows:

	maximum \$ per month
1 adult	218
2 adults	320
1 adult with 1 child (0-11 years)	320
1 adult with 6 children (12-18 years)	390
2 adults with 1 child (0-11 years)	354
2 adults with 6 children (12-18 years)	424

Retroactive payments earned and unearned

When a social assistance recipient has received retroactive payments of earned or unearned income, these payments are considered as income and must be adjusted at a percentage consistent with the Regulations before any further assistance is issued.

Unmarried mothers — maintenance payments

In May, the Department of Social Services issued a policy statement dealing with maintenance payments awarded to unwed mothers for a dependent child. The amount of these payments is considered as income in the month that it is received and the amount of Provincial Assistance granted for that month must be adjusted accordingly.

Confidentiality

The Nova Scotia Social Assistance Act was amended to include a section on confidentiality. This section states that no list of persons who are receiving or who have received assistance under the Act shall be made available to any person who does not require this information in the performance of his lawful duty.

NEW BRUNSWICK

Rates of assistance

As of July 1, there was an increase in the assistance rates for items of basic need. These items include food, clothing, household and personal needs, fuel, utilities, routine transportation and shelter. The rates are as follows: \$217 for a one-person unit; \$326 for two adults; \$271 for a one-parent unit plus \$11 for each dependant in the unit under 18 years and \$33 for each

dependant 18 years and over; \$326 for a two-parent unit plus the same amounts as above for any dependants.

QUEBEC

Rates of assistance

As of January 1, the social assistance rates for ordinary needs were increased to reflect the rise in the cost of living. They range from \$145 for a single adult to \$297 for one adult with three or more children and \$312 for two adults to \$362 for two adults with three or more children.

In addition to the above, there was an increase in the amount available to each child 18 years or over who is attending high school on a full-time basis. These amounts, which vary according to the child's rank in the family, were set at \$22 for the first child, \$30 for the second, \$44 for the third and \$48 for the fourth and each additional child.

Eligibility and computation of needs

In July, it was established in an amendment to the Social Aid Regulations that an adult accommodated in a reception centre or hospital centre, or detained by the law, would continue to be a beneficiary for three months. At the end of this period, the adult detained by the law would no longer be eligible for assistance. In the computation of needs, however, the ordinary needs of a family would be increased by \$45 if it included an adult accommodated in a reception or hospital centre. The ordinary needs of an individual in the same situation would be fixed at the same amount.

Assets

As of July 1, the levels of allowable

liquid assets were increased to \$2,500 in the case of a family and \$1,500 in the case of an individual. The same amounts apply to the total value of household property.

The sections in the regulations dealing with items that are not considered as property in the calculation of resources were amended to increase the value of these items.

This amendment dealt also with the conversion of real assets into liquid assets. Were such a conversion to result in a loss exceeding one quarter of their value, they would not be included in the total value of the property before three months following a new application. This deadline may be extended to six months under certain conditions, outlined in the 1975 Regulations.

ONTARIO

General Welfare Assistance: rates of assistance

The maximum allowances payable under General Welfare Assistance to a recipient with three dependants were raised to \$460 a month and \$107 a week, plus \$20 a month and \$4.70 a week for each dependant in excess of three.

The amounts paid for ordinary needs — food, clothing, personal requirements, utilities and household supplies — were increased to \$102 for a single person and \$176 for a couple. Rates for single-parent families range from \$156 for one adult with a child nine years of age or under, to \$273 for one adult with three dependants who are 16 and over. Rates for families with two adults in the same situations as above, range from \$176 to \$318. Where there are more than three children, \$33 is added for each child between 0 and 9, \$38 for each child between 10 and 15, and \$45 for each

one 16 and over. The weekly allowances were also increased. The shelter allowances were raised to \$75 a month for a single person, \$130 a month for the head of a family in a heated shelter, and \$120 for an unheated shelter. Where there are more than two beneficiaries, these amounts were increased by \$5 for each additional beneficiary.

Family Benefits Act

Rates of assistance

As of May 1, the rates for ordinary needs were increased. These needs include food, clothing, utilities, household supplies and personal needs. The maximum was raised to \$480 a month for a family of four plus \$20 for each beneficiary in excess of four.

The Schedule for Ordinary Needs lists the following rates: \$115 for one adult and \$208 for a couple. Rates for single-parent families range from \$185 for a parent with one child 9 years of age or under to \$315 for families with three dependent children aged 16 and over. For families with two adults, the range is \$246 to \$364. For each child in excess of three, the following amounts are added: \$47 for each child aged 16 and over, \$39 for each child aged 10 to 15, and \$30 for each child 9 years and under.

The maximum shelter allowance for a single person was raised to \$75 a month. The allowances for persons with dependants were increased to \$120 for unheated shelter and \$130 for heated shelter. These amounts are increased by \$5 a month for each additional beneficiary in excess of two.

The allowances for foster children were raised to \$90 for the first foster child, \$75 for the second and \$65 for each additional one. Minimum and maximum monthly board rates

were set. The maximum amounts are \$190 for one adult beneficiary, \$290 for two, \$340 for three and \$370 for four or more. The minimum amounts range from \$128 to \$315. For each beneficiary in excess of four, \$45 is added to the above amounts.

Income exemptions

As of July 1, the following monthly exemptions were added to the wage exemptions: \$10 for the applicant or recipient and \$5 for each additional beneficiary up to a maximum of \$25 for work-related expenses approved by the director.

Assets

As of January 1, for the wife of a recipient or of a former recipient who is now a single parent and has dependent children, the level of allowable assets was increased to \$1,500, plus \$1,000 for the first dependent child and \$300 for each additional dependent child.

MANITOBA

Rates of assistance

Allowances for basic necessities were increased during the year to reflect changes in the cost of living. As of October 1, the monthly food allowances ranged from \$30.20 for each person up to 3 years of age, to \$49 for those between 20 and 64, and \$56.50 for those between 15 and 19. Where the household consists of three or fewer beneficiaries, there are additions made: \$9.60 for a single person, and lesser amounts for each of two or three persons. Where the household consists of more than five beneficiaries, a deduction of \$3.70 is made for each person more than five.

The monthly clothing allowance ranged from \$7.90 for each person

up to 6 years to \$13.90 for a person between 20 and 64 and \$17.60 for a person between 15 and 19. Each employed adult receives an additional \$9.70. For an adult recipient, the allowance for personal needs remained at \$17.90 monthly, and for household supplies the allowance for each household unit was \$3 monthly, to which might be added an additional \$1 monthly for each person in the unit after the first.

For general room and board in the home of a relative the basic allowance for a single person was the actual cost up to \$85 monthly and for a single person in a private boarding home, the actual cost up to \$110 monthly. For a couple, \$65 monthly may be added.

Allowances for persons 65 and over were revised and, as of November 1, ranged from \$17.30 a month for a socially and physically inactive person residing in a personal care institution where clothing and personal needs are required to \$148.62 monthly for the first person, 65 or over, per household where food, clothing, personal needs and household supplies are required and \$126 for the second person who has the same requirements.

Common-law relationships

An amendment to the Social Allowances Act established that an application for assistance received from a couple living together in a common-law relationship should be treated in every respect as though it had been received from a legally-married couple.

Recovery of payments

A section was added to the Social Allowances Act to provide for the recovery of payments made in error or obtained by false statement. The amendment further made it a punishable offence to obtain

assistance through deliberate misrepresentation.

SASKATCHEWAN

Rates of assistance

In 1975, basic monthly allowances — including food, clothing and personal care — were \$65 for each adult and child up to the third. For the fourth and each additional child, \$55 monthly was added to the basic allowance for the family unit. Where a family unit is maintaining a household, it is entitled to an additional allowance of \$30 a month. These rates were adjusted at the year's end, the new rates coming into effect January 1, 1976.

Earnings exemptions

Effective July 1, the amount of earned income that may be exempted from the calculation of the financial resources of an applicant for assistance was, for a single person, the greater of \$50 monthly or 25 per cent of the amount of assistance to which that person would be entitled if he had no income and, for a family unit, the greater of \$100 monthly or 25 per cent of the amount of assistance to which the family would be entitled if it had no income. Work-related expenses are excluded from the calculation of financial resources but are included in computing the basic budget requirements for recipients entitled to these exemptions.

Allowable assets

Effective July 1, the levels of allowable assets were raised. Liquid assets not exceeding \$1,500 for a single recipient and \$2,500 for a recipient with a dependant plus \$300 for the second and each additional dependant are not included in the calculation of an applicant's

financial resources. Also exempted is the cash surrender value of life insurance.

Saskatchewan Income Plan

In September and November, amendments to the regulations established the Saskatchewan Income Plan to confer benefits, known as Senior Citizens' Benefits, on persons 65 and over who are in receipt of the federal Guaranteed Income Supplement. Maximum benefits provided are \$20 monthly for a single person, or a person in receipt of GIS whose spouse is not in receipt of OAS/GIS, and \$18 monthly for each of a married couple where both are in receipt of OAS/GIS.

ALBERTA

Rates of assistance

The maximum allowances for long-term assistance were increased as of May. The schedule lists the following amounts for food, clothing, personal and household allowances: \$92 for a single adult recipient and \$172 for two adults; \$123 for one adult with one child (0 - 6 years) to \$351 for one adult and five children (16 - 17); and \$197 for two adults with one child (0 - 6 years) to \$427 for two adults and five children (16 - 17). (The amount payable for each child varies according to the age of that child. The age-range groupings in the Alberta Schedule are 0-6 years, 7-11 years, 12-15 years and 16-17 years. The 16-17 figure represents the maximum assistance payable).

Eligibility of strikers

The provision regarding the eligibility for assistance of persons on strike was elaborated during the year to make it plain that, while persons on strike are not eligible for

social allowance, persons receiving a social allowance supplement to earnings may continue to receive the supplement when on strike. Temporary assistance for food only, for a one-week period may be issued to a person on strike in exceptional and emergency situations where that person is unable to provide for his or her dependent children.

Liquid assets

Effective May 1, allowable liquid asset limits for recipients were set at \$1,000 for a single person or \$2,000 for a person with dependants. In determining the resources of an employable person, no more than \$250 for a single person or \$500 for a person with dependants of these asset limits can be made up of cash on hand, bank accounts or government bonds.

Earnings exemptions

Effective May 1, earnings exemption levels were set at 100 per cent exemption for earnings up to \$50 monthly; 50 per cent on excess of earnings between \$50 and \$100 a month; 25 per cent on the excess of earnings between \$100 and \$200 a month and 10 per cent on the excess of earnings over \$200 a month.

Additional needs

The policy with regard to additional needs was amended in October to allow the social worker to authorize needs up to, but not exceeding, \$100 monthly.

Homeowner's Maintenance Allowance

In February, a Homeowner's Maintenance Allowance was introduced for recipients owning the home in which they live. This monthly allowance of \$12 is to be

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used for minor repairs and ongoing maintenance.

BRITISH COLUMBIA

Rates of assistance

New Regulations under the Social Assistance Act were made, effective June 1, and the Social Assistance Regulations of 1971 were rescinded. Under these Regulations, basic monthly assistance rates ranged from a maximum of \$160 for one person to a maximum of \$625 for a unit comprising 10 persons. However, a person aged 65 or over, or a handicapped person, is eligible to receive assistance in excess of the basic maximum monthly rate up to a maximum of \$215. The Minister may also authorize payments in excess of \$215 to those 65 and over

and to the handicapped under the Mincome program, and payments in excess of the basic monthly maximum for recipients aged 60 to 64 inclusive.

Rates for persons requiring special care and accommodation were set at \$250 monthly for persons requiring personal care and \$400 monthly for persons requiring intermediate care. The rate for private hospital nursing home care was set at \$525 monthly or \$17.36 per diem for any period less than 30 days.

Definitions

Under these new Regulations, several definitions were amended or expanded. A *child* is defined as any person under the age of 19. To the definition of things included as *unearned income* were added OAS/GIS payments, education or training allowances and grants and scholarships. The definition of an *unemployable person* was extended to include a person temporarily or permanently unable to leave his or her home unattended due to the age or physical or mental disabilities of a dependent child or spouse.

Appeals


An Act to amend the Social Assistance Act (SBC c81, 1973) was proclaimed in force in March. This added to the Act a section providing that recipients might appeal decisions to a tribunal established under the regulations. The section of the regulations dealing with appeal procedures was amended to establish that notice of appeal must be given within 30 days of the decision being appealed and that appeal proceedings should be confidential with a witness being present only while he or she is giving evidence.

Earnings exemptions

In May the Minister authorized a policy change regarding earned income. Earnings exemptions are as follows: A person with dependants may be allowed up to \$100 a month earnings exemption, and a person with no dependents \$50 per month, provided net income does not equal or exceed 50 per cent of the total social assistance and family allowances to which they would be entitled if they had no

other income. A family head of a one-parent family, a handicapped person in receipt of Mincome who has dependants, or a person whose spouse is handicapped and in receipt of Mincome may be allowed a \$100 per month earnings exemption.

Educational and rehabilitational services

Additions to this section of the regulations provide that the director may authorize social assistance for persons attending a university or college provided the proposed program of studies does not exceed two years and prepares the person for a specific vocation. The director may also provide an incentive allowance to enable participation in vocational or self-improvement programs but the combined value of the allowance and any earnings exemption may not exceed \$50 monthly for a single person or \$100 monthly for a family unless the director authorizes a sum in excess of \$100 monthly for a family where more than one member is recommended for training. 

Professor critical of unionists' views on co-determination

I was flabbergasted to read in your issue of August, 1976 some of the statements made by Messrs. Levine and Rowley, concerning industrial democracy in general and the German co-determination system in particular. It is obvious to me that neither my friend Mr. Levine nor Mr. Rowley ever visited Germany with the purpose of studying the industrial relations system or the German trade union movement, because if they had, they would have never made such incorrect statements, except of course if their intention was to confuse the issue. Participation is related to industrial democracy but workers' control is not, because the latter is related to the "dictatorship of the proletariat" not to the sharing of power and the democratization of the decision-making process.

Mr. Levine has stated that "the concept of co-determination or industrial democracy did not come about because of the demand from workers or unions." The truth, however, is the exact opposite, as it is evident from every German trade union publication on the subject, and the official position the trade union movement took in the parliamentary committees and other bodies which prepared the recent improvements in the co-determination laws of the Federal Republic. The arguments that the trade unions have used in favour of expanding and improving the system, were based on their well-publicized belief that the far-reaching improvements and structural changes in the important industries, such as coal, iron, and steel, which have been achieved without causing social hardship,

were due largely to the right of employees in those industries to participate in their management.

Furthermore, the fact is that the co-determination system was neither invented nor imposed by the U.S. Army of Occupation in Germany. It was the outcome of a long-thought-out philosophy propounded by German social democrats, industrial reformers, and the German trade unionists of the underground movement during the Nazi period, and by those German trade union leaders who escaped the Nazi persecution and lived in exile during the Second World War years.

Mr. Levine calls the German labour movement "the most timid...in Europe," because of its adherence to co-determination, and because, I presume, of the movement's lack of militancy. However, militant action in the form of strikes is no proof of either strength or effectiveness, for the real power of trade unions in our time, lies with effective representation in the decision-making bodies. A strong and well-organized trade union movement does not necessarily need the strike and the picket line to demonstrate its strength and accomplish its goals. The Austrian, Norwegian, and Swedish trade unions too, are well organized and fairly powerful, and yet they have accomplished most of their marked social and economic objectives in the post Second World War period with little or no strike action...

The trouble is that some people find it difficult to digest the fact that the German co-determination system and other forms of

industrial democracy in Continental Europe are working, and they are trying to minimize the success of those countries with questionable arguments. "West Germany," states Mr. Rowley, "owes its success in large measure to the influx since the War of hundreds of thousands of foreign workers who have not minded doing the dirty work at low wages." This must be a new theory of economic development, because I have not heard as yet of such a factor contributing so effectively to the successful economic recovery of any war-devastated country. Here again, the effort has been made to minimize the German success through the introduction in the argument of the "exploitation of foreign workers factor."

...foreign workers in Germany, and especially thousands of workers from countries that I know of, such as Greece, Italy, and Yugoslavia, have been engaged in very well paid semi-skilled and skilled jobs all over Germany. Many of those have returned and are now contributing, with their acquired knowledge and experience, to the development of new industries in their own country. There is no doubt that problems among foreign workers do exist, not only in Germany, but in all countries which receive foreign labour, but the fact is that the unskilled and uneducated have no choice but to do the dirty or menial work which does not pay well anywhere. The unfortunate truth is also, that if they had stayed at home they would have still been doing some similar dirty or menial work at a much lower pay, and in some cases in worse working conditions.

Chris A. Jecchinis
Professor of Economics
Lakehead University.

Books

Union Growth in Canada in the Sixties

by **J.K. Eaton**, Labour Canada, 1976

Union Growth in Canada in the Sixties is really an extension of a study entitled *Union Growth in Canada 1921-1967* produced by the Canada Department of Labour. The new study, however, provides more accurate and detailed statistics for the period it covers — 1957 to 1970, using Labour Department surveys and other sources.

Eaton explains his choice of dates: "Unlike some statisticians, historians do not claim to measure accurately. A century is not necessarily a hundred years, and a decade not necessarily ten. So, for some historians the nineteenth century began in 1789 or 1815, and ended in 1914. And for our purposes, the sixties began in 1957 and ended in 1970. Our refusal to accept the ten-year Procrustean bed is necessary because 1957 marks the beginning of a new era for the Canadian labour movement."

That new era was, of course, the slowdown in union membership growth from previous periods. Eaton, however, does more than present a series of 37 much-subdivided statistical tables and graphs. He also provides descriptive texts of the major developments of the period as well as brief explanations of those movements in prose that is always clear and sometimes colourful.

For example, his explanations for the slowed membership growth include a gradual diminution of the reservoir of semi-skilled workers, a high unemployment rate, a growth in the proportion of white-collar workers in the labour force who

were "less prepared to organize than industrial workers," a "cooling off" in public attitudes toward unions, and strained relations between unions and governments.

He also describes briefly other historical developments of his 13-year decade, including the expulsion of the Teamsters from the Canadian Labour Congress, the several mergers that took place, the breakdown of unity talks between the CLC and the Confederation of National Trade Unions and the CLC's differences with the Quebec Federation of Labour.

There are also tables and texts on international comparisons, international unions in Canada, and union membership by province and by industry.

Eaton's work will delight students, scholars, researchers and future historians. It is unfortunate, however, that its 202 pages were not presented in a more manageable form than the 11½ by 8½-inch, paper-bound report style so dear to bureaucrats and so frustrating to librarians and library users.

It is also frustrating to readers for another reason. Eaton's brief descriptions of an important period in labour history whet the appetite for a more detailed history of the decade. It is to be hoped that one will be published soon.

—Roy LaBerge

Roy LaBerge is a social science teacher at Algonquin College, Ottawa, a journalist and former editor of Canadian Labour.

Working in Canada

edited by **Walter Johnson**
Black Rose Books, Montreal, 1975
162pp.

Backed by his belief that "a rational, productive and humanly satisfying work environment is not only possible but absolutely essential if our society is to progress and

flourish," Walter Johnson presents the opinions and observations of workers from several sectors of the workforce, together with a description of the direction workers' demands may take in the future.

Working in Canada is quite readable, Johnson having successfully "downplayed the kind of radical chest thumping and verbal cholesterol that tend to weaken books of this nature." Its title, however, may be judged presumptuous in so far as the contributors are predominantly from industries employing assembly-line workers (three of the twelve chapters deal with working in automobile plants), and further, their geographical distribution is limited to Ontario and Quebec. Despite these shortcomings, the book provides an interesting condemnation of working conditions in the factory, office and bureaucracy. He also explores the unions, management, worker apathy, multinational corporations and the foreign-based unions that they imply.

The word which comes to mind to describe the workplace of the majority of the contributors is "prison." Ringing bells and constant supervision pervade the working hours of assembly-line and post-office workers alike. Compulsory overtime, no sick leave, denial of leave without pay, the hypocrisy of management and the unions, and the fragmentation of tasks are other complaints. The result of such conditions is a counter-productive adversary situation where workers resort to obstructionist tactics, sabotage and absenteeism to manifest their displeasure and assert their individuality.

Peter Taylor, a former mail sorter, describes the effects of evening shift work in the Post Office: "We all agreed it was making us irritable, was cutting us off from our friends, was dulling both our senses and our minds, and was attacking our self-confidence." The same worker

continued: "Every night I worked, was a night lost forever. If they were to try to take my life away from me, then they weren't going to get away with it without a fight that would cost them as much as possible." This fight is often centered upon the workers' desire for more money for less work; the central battle though is to have management recognize workers as human beings and treat them accordingly. An aircraft plant employee who believes his company is still living in the master-servant era complains: "To them, a worker is the most expendable part of the machine, the easiest one to replace, and the only time they show any interest in a worker is when he's not there."

This brings us to the central theme of the book: "the belief that our society, meaning the business, bureaucratic and academic elites, has a vested interest in denying workers the kind of social approval which generates self-respect and enables people to demand a work environment where their sense of autonomy, dignity, and self-worth is recognized and valued."

The union structure as presently constituted is judged to be impotent or uninterested in helping workers in their struggle for social approval because it is locked into bargaining on specific economic demands.

Claude Petelle, a Quebec auto worker and former member of the union executive explains why he did not run for re-election: "I became tired of being the guy who has to tell the workers that they don't have problems, because I know otherwise. It's absurd to tell people that they don't have problems simply because none of their problems are covered in the union contract or master agreement." He goes on to describe how his foreign-based union failed to react to the problem of francophone workers impeded in gaining promotions due to a lack of

communication with their anglophone supervisors: "Most of the top officials in the UAW were English-speaking people from the United States and they didn't want to deal in French either."

Having thus discounted any argument for management or union participation in alleviating the problems of the work environment, Johnson proceeds to outline how the increasing radicalism among rank and file workers might lead to a movement for workers' control. The evidence given of this radicalism includes the trend toward the formation of citizens' action groups among the working poor; the rise of insurgent rank and file unions among the labour aristocracy (highly paid tradesmen and workers in large-scale manufacturing); the greater acceptance of unionism among white-collar workers; and growing dissatisfaction with the nature of their work among public sector workers. Basically, his argument is that the current economic crisis will weaken the "artificial barriers" between these groups and that their increased self-consciousness combined with the failure of the unions to meet their needs will pave the way for demands for workers' control of the work environment. However, as with all road-building projects, the gravel must come before the asphalt, and thus he notes: "What is now lacking among the rank and file militants is a clear radical vision which transcends the usual reform demands and poses a concrete alternative not only to the way the workplace is organized but also to the way the society is organized. It is in this area that intellectuals of the libertarian socialist persuasion can make the greatest contribution."

All things considered, Johnson's argument for workers' control of the work environment flounders on the rocks of optimism. Firstly, he explains that workers have hereto-

fore been resistant to such concepts because they realize that it is impossible when their factories are simply cogs in a wheel controlled elsewhere. Hence, "Along with any movement toward workers' control there must also be a national industrial strategy to regain control of the national economy for Canadians." However noble the sentiment, it is difficult to discern any widespread demands for repatriation of the Canadian economy. Secondly, there is the question of whether his social vision will have the force to release the workers from their chains of gold, to dispel their apathy and predilection to delegate responsibilities to the state, unions, and school boards. Nor is there certainty that the libertarian socialist "animators" and "resource people" will not be viewed with the same suspicion that he holds for other intellectual, would-be leaders of the working class. Finally, while many of the criticisms of the unions are well founded, there is doubt as to whether all unions are equally guilty, as the book would have one believe. The Alcan plant in Kitimat, B.C. being a case where the union is actively investigating not only the medical safety of working conditions but the environmental effects of the plant on the surrounding area as well.

However, despite the fact that Johnson's arguments are not impervious to assault, the book as a whole is worthwhile for the perspective that it offers. Claude Petelle notes that unlike the slaves of old, the modern day slaves — the workers — "want to keep our chains because we can't envision any alternatives to this rat race for commodities." Johnson attempts to provide alternatives and that in itself is a responsible act.

—Jane E. Burton

Jane E. Burton is an Ottawa free-lance writer.

Fifty Years Ago

Provisions in the last will and testament of a member of the Winnipeg Musicians' Association, local 190, American Federation of Musicians (AFL), prompted mention in the November 1926 *Labour Gazette*, as did "profiteering prevention" in Australia and a "no-accident" bonus for motormen and conductors on the Brooklyn City Railroad Company.

In the case of the **musician's will**, the unionist in question left his friend, a Miss Theobald, who was neither a dependant nor in any way related to him, "any moneys which I may own or inherit now or after my death, such as insurance from an association, etc." As the executrix and legatee, Miss Theobald claimed the right to receive benefits payable by the union to the representative of a deceased member. The question arose, however, whether the union was under any contractual obligation to the plaintiff.

The objectives of the association were set out as being "for mutual protection by means of contributions, subscriptions, donations or otherwise, against all casualties caused by disease, inevitable accident or death, with a view of helping the afflicted or the widows, orphans, relations and dependants of deceased members." The plaintiff was trying to recover \$1,000 from the association under its by-law no. 85 which provided for a donation being made by the association of a sum of \$1,000 to "a designated beneficiary or the legal representative of a deceased member of the association."

The association was incorporated under the Charitable Associations Act of Manitoba which was amended in 1924 to enable the association to provide benefits not only to the widows and orphans of deceased members, as formerly, but also to their relatives and dependants. The court found that the claimant, not being within the classes mentioned in the Act, could not validly be designated by a member as a beneficiary of the donation fund. Another point in the case was the validity of by-law no. 85, which read: "Upon the death of a member who has been for at least one year a member of the association, and who has been in good standing for three months previous to his death, the proceeds of an assessment of \$2 on each member of the association, not exceeding in amount, the sum of \$1,000, will be donated to a designated beneficiary or to the legal representative of such deceased member, any indebtedness to the association from the deceased member having first been deducted from the amount payable."

The Court of King's Bench in Winnipeg dismissed the action with costs. The court found "that a member of the union cannot by his will designate any person as a beneficiary of the donation fund of the union; that in the present case the plaintiff, not being a relative of the deceased, would not, even if she had been properly designated, have been entitled to be a beneficiary of the funds. The by-law of the union which provided for payment of the benefit alternatively "to the legal represen-

tative of a deceased member" was held to be a member of the union in good standing... "The provisions of the Life Insurance Act do not apply to the destination of benefits conferred by membership in the association, which was incorporated under the Charitable Associations Act of Manitoba." The plaintiff appealed against this decision, which was, however, confirmed by the Court of Appeal.

Also in the November 1926 issue of *The Labour Gazette*, profiteering prevention in Australia was described in the report of the Board of Arbitration under the Queensland Profiteering Prevention Act. It claimed that the effects of this legislation could be demonstrated by the fact that the cost of living in Queensland was lower than in any other state in Australia. "This favourable position," the report stated, "has been reached as the result of the strictest control of the prices of commodities that find a place in the household budget of the working man. It has been maintained too, despite the severe drought which has prevailed in Queensland during the period under review, and which has compelled the Board to increase the maximum prices of meat, bread, and milk."

Meanwhile, in the United States, a "**no-accident**" bonus was given by the Brooklyn City Railroad Company to its motormen and conductors on its street railways. A bonus of \$5 was paid to each motorman and conductor for each 30-day working period in which cars were operated without an accident. Forty bonuses, amounting to nearly \$6,000, were paid to employees between August and September, 1926. The average daily number of accidents was reduced in this period to about 30 from about 45.

—Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, September

The Consumer Price Index for Canada (1971 = 100) advanced 0.5 per cent from 150.0 in August to 150.7 in September, and was 6.5 per cent above its level of September 1975. Higher prices for fuel oil and gasoline contributed to more than three fifths of the latest increase; higher shelter charges for owned and rented accommodation also contributed to this increase. The effect of these advances was lessened by a further decline of 0.7 per cent in the food index level. The index for all-items excluding food rose 1.0 per cent in the latest month. The latest decrease in the food index was mainly because of seasonally lower prices for fresh vegetables, sugar and poultry. Partially offsetting the declines were higher prices for beef, which advanced 1.8 per cent on average in September to a level still 13 per cent below that of a year earlier, and higher restaurant meal charges. In the latest month the index for food consumed at home was 2.0 per cent below its level of a year ago. Higher prices for fuel oil and for gasoline as well as increased shelter charges for owned and rented accommodation were mainly responsible for the 1.0 per cent rise in the index for all items excluding food. Between September 1975 and September 1976 the index rose 9.3 per cent. Important price increases were noted also for postage, plane fares, women's wear items, cigarettes and magazine subscriptions.

In terms of goods and services, the price level of goods, including food, advanced 0.5 per cent in the latest month and that for services increased 0.7 per cent. Between

September 1975 and September 1976, the price level of services increased 12.3 per cent compared with a 3.3 per cent rise for goods.

On a seasonally adjusted basis, the all-items CPI advanced 0.7 per cent between August and September. This included a 0.1 per cent increase in the food index and a 1.0 per cent rise in the index for all items excluding food.

City Consumer, September

Consumer price indexes rose in 13 regional cities and declined in one between August and September. Movements ranged from a decrease of 0.2 per cent in Halifax to an increase of 1.2 per cent in Vancouver. Higher prices for gasoline and fuel oil, and increased shelter charges were important contributing factors to these advances as were increased prices for clothing, postage, magazines and cigarettes. Prices for food for home consumption were generally lower in all cities.

Percentage increases listed in the 13 regional cities were: 0.3 in Montreal, Ottawa, Toronto, Thunder Bay, Regina and Calgary; 0.5 in Saint John, Winnipeg and Saskatoon; 0.6 in Quebec; 0.7 in St. John's; 0.9 in Edmonton; 1.2 in Vancouver. There was a percentage decrease of 0.2 in Halifax.

Employment, September

The seasonally adjusted employment level in September was 9,626,000, a decrease of 2,000 from August, Statistics Canada reported. The level for men 15 to 24 years old increased substantially by 68,000 and declined by 7,000 for women in the same age group. The employment level decreased by 59,000 for women 25

years old and over and by 4,000 for men 25 and over.

On a provincial basis, seasonally adjusted, employment increased in Newfoundland by 1,000; in Prince Edward Island by 1,000; in Nova Scotia by 3,000; in New Brunswick by 3,000; in Ontario by 4,000; in Saskatchewan by 5,000; and in Alberta by 6,000. It declined in Quebec by 7,000; in Manitoba by 1,000; and in British Columbia by 2,000.

Unemployment, September

The seasonally adjusted unemployment rate for September (753,000) increased by 0.1 per cent to 7.3 per cent. For men aged 15 to 24 the rate declined by 1.5 per cent to 11.3 per cent but increased by 0.3 per cent to 12.8 per cent for women in that age group. For women 25 and over the rate increased by 0.9 per cent to 7.8 per cent while for men in the same age group it declined by 0.1 per cent to 4.3 per cent.

By province, the unemployment rate increased by 0.6 per cent to 9.5 per cent in Prince Edward Island; by 0.6 per cent to 9.7 per cent in Quebec; by 0.6 per cent to 4.6 per cent in Manitoba and by 0.2 per cent to 8.5 in British Columbia. The rate decreased by 0.5 per cent to 14.4 per cent in Newfoundland; by 0.6 per cent to 10.4 per cent in Nova Scotia; by 0.5 per cent to 11.4 per cent in New Brunswick; by 0.1 per cent to 5.7 per cent in Ontario; by 2.5 per cent to 2.2 per cent in Saskatchewan; and by 0.3 per cent to 3.7 per cent in Alberta.

The seasonally adjusted unemployment level for Canada was 753,000, relatively unchanged from the August level of 750,000. For men aged 15 to 24, unemployment decreased by 16,000 while for women in that age group it increased by 2,000. The level for men 25 and over declined by 5,000 and increased by 22,000 for women 25 and over.

Additions to the Library

LIST NO. 330

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

ACCIDENT PREVENTION

1. British Columbia Federation of Labour (C.C.L.) Compensation and Safety Committee. Submission...to the Government of British Columbia on compensation and safety legislation, April 22, 1976. Vancouver, 1976. 11p.

AGE AND EMPLOYMENT

2. U.S. Congress. Senate. Special Committee on Aging. Task Force on Women and Social Security. Women and social security: adapting to a new era; a working paper prepared by the Task Force on Women and Social Security. Washington, G.P.O., 1975. 87p.

ARBITRATION, INDUSTRIAL

3. Margerison, Charles J. Managing industrial conflicts; the mediator's role, by Charles Margerison and Malcolm Leary. Bradford, Eng., MCB Books, 1975. 94p.

BUILDING TRADES

4. U.S. Department of Labor. Manpower Administration. Training and entry into union construction. Washington, G.P.O., 1975. 207p.

CHILDREN

5. U.S. Congress. Senate. Committee on Labor and Public Welfare. Subcommittee on Children and Youth. Background materials concerning Child and Family Services Act, 1975. Washington, G.P.O., 1976. 96p.

COLLECTIVE AGREEMENTS

6. Canada. Department of Labour. Collective Bargaining Division. Base rate increases...resulting from major collective bargaining settlements (construction industry excluded) tabulations by percentages and cents per hour. Ottawa, 1976. 55p. Titre en français: Augmentations des taux de salaire de base...prévus par les grandes conventions collectives autres que celles de l'industrie de la construction.

7. Levine, Marvin Jacob. Comparative Labor relations law. Morristown, N.J., General Learning Press, 1975. 445p.

8. Nova Scotia. Department of Labour. Economics and Research Division. Trends in collective

agreement settlement base rate changes in Nova Scotia, 1975. Halifax, 1976. 10p.

9. U.S. Bureau of Labor Statistics. BLS file of state, county, and municipal collective bargaining agreements, Fall 1975. Washington, G.P.O., 1976. 97p.

COLLECTIVE BARGAINING

10. Industrial Relations Research Association. Proceedings of the Twenty-eighth annual winter meeting, December 28-30, 1975, Dallas. Edited by James L. Stern and Barbara D. Dennis. Madison, Wis., 1976. 295p.

COMMERCE

11. Pestieau, Caroline. The sector approach to trade negotiations: Canadian and U.S. interests. Montreal, C.D. Howe Research Institute, 1976. 15p.

DISCRIMINATION IN EMPLOYMENT

12. Haessel, Walter. Market power, discretionary authority, and employment discrimination, by Walter Haessel and John Palmer. London, Ont., University of Western Ontario, Department of Economics, 1976. 29p.

13. U.S. Commission on Civil Rights. Twenty years after Brown: equality of economic opportunity. Washington, G.P.O., 1975. 83p.

ECONOMICS

14. Patinkin, Don. Keynes' monetary thought: a study of its development. Durham, N.C., Duke University Press, 1976. 163p.

EMPLOYEES — DISMISSAL

15. **Willes, John A.** The employment relationship and discharge and discipline. Kingston, Ont., Industrial Relations Centre, Queen's University, 1976. 10p.

EMPLOYEES' BENEFIT PLANS

16. **Beadle, Carson E.** Implications of new public policies for employee benefit plans. Kingston, Ont., Industrial Relations Centre, Queen's University, 1976. 18p.

EMPLOYMENT FORECASTING

17. **Kelley, Samuel Clifton.** Manpower forecasting in the United States: an evaluation of the state of the art, by S.C. Kelley, Thomas N. Chirikos and Michael G. Finn. Columbus, Center for Human Resource Research, Ohio State University, 1975. 257p.

EMPLOYMENT MANAGEMENT

18. **Killian, Ray A.** Human resource management, an ROI approach. New York, AMACOM, 1976. 232p.

GUARANTEED ANNUAL INCOME

19. **Swan, Neil M.** The effect of income maintenance programs on economic development in the Maritimes, by N. Swan, P. MacRae and C. Steinberg. Ottawa, Economic Council of Canada, 1975. 112p.

HOURS OF LABOUR

20. **Great Britain. Department of Employment.** Changing patterns of working hours, by P.J. Sloane. London, H.M.S.O., 1975. 45p.

HUMAN RIGHTS

21. **United Nations. Commission on Human Rights.** The realization of economic, social and cultural rights: problems, policies, progress, by Manouchehr Ganji, Special Rapporteur of the Commission on Human Rights. New York, United Nations, 1975. 326p.

INCOME

22. **Osberg, Lars.** Industrial structure of micro-economies and the distribution of earnings. London, Ont., University of Western Ontario, Department of Economics, 1976. 24p.

INDUSTRIAL HEALTH

23. **Hricko, Andrea.** Working for your life: a woman's guide to job health hazards, by Andrea Hricko with Melanie Brunt. Forward by Gloria Gordon. Berkeley, Calif., Labor Occupational Health Program, 1976. 1v. (various pagings).

INDUSTRIAL RELATIONS

24. **Barrett, Brian.** Industrial relations and the wider society: aspects of interaction. Edited by Brian Barrett, Ed Rhodes and John Beishon. Assisted by Gail Midgley. London, Collier MacMillan in association with the Open University Press, 1975. 465p.

25. **Eberlee, Thomas M.** Industrial relations challenges and opportunities. Kingston, Ont., Industrial Relations Centre, Queen's University, 1976. 8p. (Queen's University. Industrial Relations Centre. Reprint series, no. 31).

INDUSTRY

26. **Great Britain. Central Office of Information. Reference Division.** British industry today: organization and production, London, H.M.S.O., 1976. 23p.

JOB SEARCH

27. **U.S. Bureau of Labor Statistics.** Jobseeking methods used by American workers. Washington, G.P.O., 1975. 68p.

LABOUR LAWS AND LEGISLATION

28. **U.S. Department of Labor. Employment Standards Administration.** A guide to the Walsh-Healey Public Contracts Act. Washington, G.P.O., 1976. 8p.

LABOUR ORGANIZATION

29. **Hillery, Brian.** Trade union organisation in Ireland, by Brian Hillery, Aidan Kelly and A.I. Marsh. Dublin, Irish Productivity Centre, 1975. 196p.

LABOURING CLASSES

30. **Great Britain. Central Office of Information. Reference Division.** Manpower and employment in Britain: occupations and conditions of work. London, H.M.S.O., 1975. 61p.

MINORITIES

31. **U.S. Congress. Joint Economic Committee. Subcommittee on Economic Growth.** Employment problems of women, minorities, and youths: hearings...Ninety-fourth Congress, first session, July 7 and 8, 1975. Washington, G.P.O., 1975. 64p.

NATURAL RESOURCES

32. Rea, Kenneth John. The political economy of northern development. Ottawa, Information Canada, 1976. 251p.

PENSIONS

33. U.S. Congress. House. Selection Committee on Aging. Subcommittee on Retirement Income and Employment. Pension problems of older women; hearing before the Subcommittee...Ninety-fourth Congress, first session, October 21, 1975. Washington, G.P.O., 1975. 78p.

QUALITY OF WORKING LIFE

34. U.S. Congress. Senate. Committee on Government Operations. National productivity and quality of working life - 1975. Hearings...Ninety-fourth Congress, first session on S937...S765... March 20 and 21, 1975. Washington, G.P.O., 1975. 374p.

RETIREMENT

35. Canada. Department of Indian and Northern Affairs. Retirement, the best years. Ottawa, 1973-1974. 3 parts. Contents — pt. 1. Discussion leader's guide. — pt. 2. Handbook, by Len Douse. — pt. 3. Workbook, by Murray McCrank.

SOCIAL PROBLEMS

36. Theobald, Robert. Beyond despair; directions for America's third century. Washington, New Republic Book Company, 1976. 169p.

SOCIAL SECURITY

37. U.S. Laws, statutes, etc. The Social Security Act and related

laws including amendments through January 2, 1976. Washington, G.P.O., 1976. 744p.

STATUS OF WOMEN

38. Brent, Gail G. The development of the law relating to the participation of Canadian women in public life. Toronto, University of Toronto, 1975. p.358-370. (In University of Toronto Law Journal, v.25, no.4, 1975)

39. Recherches et Décisions Québec Ltée. La femme canadienne. Préparé pour Secrétariat de l'Année internationale de la femme, Bureau du conseil privé, Ottawa. Toronto, 1976. 278p.

VACATIONS

40. International Labour Office. Holidays with pay for seafarers. Second item on the agenda. Geneva, 1976. 45p.

WAGE POLICIES

41. Downie, Bryan McKay. Wage-price controls and collective bargaining. Kingston, Ont., Industrial Relations Centre, Queen's University, 1976. 18p.

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labour statistics

Principal Items	Date	Amount	Percentage change from		
			Previous Month	Previous Year	
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)			
Week ended August 21, 1976		10,773	— 0.5	+ 3.5	
Employed	August 1976	10,064	— 0.5	+ 2.9	
Agriculture	" "	555	+ 0.04	+ 4.1	
Non-agriculture	" "	9,509	— 4.3	+ 3.3	
Paid workers	" "	9,046	— 0.1	+ 3.9	
At work 35 hours or more	" "	7,086	+ 4.4	+ 0.9	
At work less than 35 hours	" "	1,509	+ 0.7	+ 27.1	
Employed but not at work	" "	1,468	— 17.2	+ 6.8	
		(change in thousands)			
Unemployed	August 1976	709	— 66	+ 16	
Newfoundland	" "	24	— 3	—	
Nova Scotia	" "	33	—	+ 11	
Prince Edward Island	" "	4	— 1	—	
New Brunswick	" "	26	— 2	+ 4	
Quebec	" "	236	— 4	+ 20	
Ontario	" "	228	— 37	— 20	
Manitoba	" "	18	— 3	— 3	
Saskatchewan	" "	19	—	+ 7	
Alberta	" "	30	— 2	—	
British Columbia	" "	92	— 13	— 2	
Without work, seeking work and available for work	" "	597	— 82	+ 20	
		percentage change			
INDUSTRIAL EMPLOYMENT (1961 = 100) ^r	May 1976	145.5	+ 2.2	+ 2.0	
Manufacturing employment (1961 = 100) ^r	" "	130.1	+ 1.6	+ 1.6	
IMMIGRATION	1st quarter 1976	32,359	—	—	
Destined to the labour force	" " "	14,111	—	—	
STRIKES AND LOCKOUTS‡					
Strikes and lockouts	July 1976	197	— 17.2	— 20.2	
No. of workers involved	" "	79,058	— 58.4	— 29.6	
Duration in man days	" "	1,330,020	+ 12.4	+ 8.9	
EARNINGS AND INCOME					
Average weekly earnings (ind. comp.) ^r	May 1976	225.27	— 5.7	+ 12.4	
Average hourly earnings (mfg.) ^r	" "	5.73	+ 1.4	+ 14.4	
Average weekly hours paid (mfg.) ^r	" "	38.5	— 1.0	— 0.3	
Consumer price index (1971 = 100)	August 1976	150.0	+ 0.5	+ 6.2	
Index numbers of weekly wages in 1961 dollars (1961 = 100) ^r	May 1976	149.4	— 0.3	+ 5.9	
Total labour income (millions of dollars)†	July 1976	8,668.1	— 4.1	+ 11.3	
INDUSTRIAL PRODUCTION‡					
Total (average 1971 = 100)	July 1976	119.5	— 0.3	+ 3.5	
Manufacturing	" "	120.1	—	+ 4.3	
Durables	" "	121.8	+ 0.1	+ 1.7	
Non-durables	" "	118.4	— 0.2	+ 6.9	
NEW RESIDENTIAL CONSTRUCTION**					
Starts	July 1976	20,630	—	+ 10	
Completions	" "	17,313	—	+ 15	
Under construction	" "	165,382	—	+ 26	

* Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001

† Advance data

‡ Preliminary

** Centres of 10,000 population or more

^r Revised

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Strikes and Lockouts in Existence
During Month of Year

Duration in Man-Days

Month or Year	Strikes and Lockouts Beginning During Month of Year	Strikes and Lockouts	Workers Involved	Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	977	1,054	482,180	10,894,190	0.53
1975					
July	100	247	112,316	1,220,830	0.65
August	90	249	105,270	1,284,490	0.74
September	68	222	81,292	1,287,600	0.75
October	70	244	111,470	1,298,900	0.72
November	55	197	91,697	1,442,020	0.88
December	28	176	82,266	1,106,620	0.64
*1976					
January	33	164	54,590	842,250	0.49
February	46	170	148,145	603,130	0.37
March	71	170	172,468	483,060	0.25
April	66	157	303,708	702,250	0.40
May	85	177	268,076	707,930	0.42
June	118	238	190,197	1,183,080	0.62
July	61	197	79,058	1,330,020	0.71
January-June: 1975		743		4,474,550	0.36
January-June: 1976		611		5,851,720	0.46

*Preliminary.

STRIKES AND LOCKOUTS, JULY 1976, BY INDUSTRY (Preliminary)

STRIKES AND LOCKOUTS, JULY 1976, BY JURISDICTION (Preliminary)

Industry	Number In Effect During Month				Cumulative Man-Days (Jan. to July)
	Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days	
Agriculture	0	0	0	0	670
Forestry	0	1	355	7,460	16,190
Fishing	0	0	0	0	350
Mines	2	14	5,713	94,410	370,040
Manufacturing	23	85	29,545	540,570	2,801,720
Construction	9	18	28,914	460,560	511,370
Transp. & Utilities	13	24	4,204	51,310	379,110
Trade	5	24	969	17,330	87,200
Finance	1	2	94	1,330	4,830
Service	3	19	8,689	151,260	972,850
Public Admin.	5	10	575	5,790	42,890
Various industries	0	0	0	0	664,500
TOTAL	61	197	79,058	1,330,020	5,851,720

Jurisdiction	Number In Effect During Month				Cumulative Man-Days (Jan. to July)
	Beginning During Month	Strikes and Lockouts	Workers Involved	Man-Days	
Newfoundland	2	12	571	5,460	123,340
P.E.I.	1	3	410	6,410	16,280
Nova Scotia	6	8	2,869	35,600	94,510
New Brunswick	3	4	1,318	27,280	128,300
Quebec	15	71	28,435	565,150	3,058,780
Ontario	13	49	9,260	131,460	1,173,300
Manitoba	2	4	247	4,830	88,230
Saskatchewan	8	14	2,199	28,590	80,830
Alberta	3	7	1,033	9,200	46,770
B.C.	2	13	30,564	494,920	933,980
Yukon & N.W.T.	0	0	0	0	0
Total, provinces	55	185	76,906	1,308,900	5,744,320
Federal					
Public Service (1)	—	1	54	1,040	3,730
Federal Industries (2)	6	11	2,098	20,080	103,670
Federal total	6	12	2,152	21,120	107,400
TOTAL	61	197	79,058	1,330,020	5,851,720

(1) Covered under the Public Service Staff Relations Act

(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers related only to workers directly involved in the dispute.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1976 (Preliminary)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues	Result
					July	Accu- mulated				
Forestry										
	Woodlands Enterprises, Prince Albert, Sask.		Woodworkers Loc. 1-184 (AFL-CIO/CLC)	355	7,460	17,930		May 19		Wages, fringes, other issues —
Mines										
METAL										
	St. Lawrence Columbium & Metals Corp., Oka, Quebec		Steelworkers Loc. 7579 (AFL-CIO/CLC)	170	3,570	21,340		Feb. 03		Wages, fringe benefits —
	Gibraltar Mines Ltd., McLeese Lake, B.C.		Can. Ass'n of Industrial Wrks. Loc. 18 (CCU)	400	8,000	33,250		Mar. 19 July 29		Seniority, safety, mgmt. rights — Terminated by mutual agreement —
	Brunswick Mining & Smelting, Bathurst, N.B.		Steelworkers Loc. 5385 (AFL-CIO/CLC)	1,180	26,130	53,500		May 29		Wages, other issues —
	Niobec Columbium Mine, Saint-Honoré, Québec		Steelworkers (AFL-CIO/CLC)	110	2,310	3,190		June 21		Wages, vacations, overtime —
	Whitehorse Copper Mines, Whitehorse, Yukon		Steelworkers Loc. 926 (AFL-CIO/CLC)	160	3,540	3,700		June 30		Wages —
	United Keno Hill Mines, Elsa, Yukon		Steelworkers Loc. 924 (AFL-CIO/CLC)	186	500	500		July 29		Wages, fringe benefits —
	Cyprus-Anvil Mines, Faro, Yukon		Steelworkers Loc. 1051 (AFL-CIO/CLC)	480	320	320		July 31		AIB rollback of wages —
MINERAL FUELS										
	Fording Coal (Cominco), Elkford, B.C.		Chartered Local Loc. 1702 (CLC)	100	2,100	6,100		May 05		Wages, length of contract —
	Fording Coal (Cominco), Elkford, B.C.		Steelworkers Loc. 7884 (AFL-CIO/CLC)	720	15,940	44,740		May 06		Wages, length of contract —
	Kaiser Resources, Sparwood, B.C.		United Mine Workers Loc. 7292 (CLC)	1,350	13,500	57,860		May 16 July 15		Wage rollback by AIB — Terminated by mutual agreement —
NON-METAL										
	Cassiar Asbestos, Cassiar, B.C.		Steelworkers Loc. 6536 (AFL-CIO/CLC)	439	9,720	12,230		June 23		Wages, fringe benefits —
QUARRIES										
	Demix Laval Ltd., Laval, Quebec		Syndicat des employés de Demix (CNTU)	150	3,150	5,850		June 05		Wages, fringe benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				July	Accumulated	Termination Date	
Location							Result
Manufacturing							
FOOD & BEVERAGES							
Pêcheurs unis du Québec, Newport & Rivières-au-Renard, Québec	Commerce Fed'n (CNTU)		283	280	14,490	May 18 July 05	Wages, working conditions — Not reported —
Redpath Sugars, Montreal, Quebec	Bakery Wkrs. Loc. 333 (AFL-CIO/CLC)		350	3,120	9,100	June 07 July 13	Wages, working conditions — Terminated by mutual agreement —
St. Lawrence Sugar, Montreal, Quebec	Bakery Wkrs. Loc. 333 (AFL-CIO/CLC)		270	5,670	9,180	June 14	Wages —
Borden & J. J. Joubert, St. Laurent, Quebec	Teamsters Loc. 973 (Ind.)		250	5,250	7,250	June 20	Wages —
National Sea Products, Lunenburg, N.S.	Seafood Wkrs. Loc. 101 (CLC)		400	400	400	July 07 July 08	Wage payment due in July — Terminated by mutual agreement —
Labatts Alberta Brewery, Edmonton, Alberta	Brewery Wkrs. Loc. 252 (CLC)		132	990	990	July 21	Wages, pensions, plant operat'n —
Canadian Home Products, Niagara Falls, Ontario	Food Workers Loc. P767 (AFL-CIO/CLC)		250	1,500	1,500	July 23	Wages, fringes, other issues —
Humpty Dumpty Potato Chips, Lachine, Quebec	Bakery Workers Loc. 333 (AFL-CIO/CLC)		295	890	890	July 28	Wages in first agmt. —
RUBBER							
Uniroyal Ltd., Kitchener, Ontario	Rubber Wkrs. Loc. 67 (AFL-CIO/CLC)		480	1,440	17,760	May 13 July 07	Wages — Workers return, agmt. reached —
Canadian General Tower, Cambridge, Ontario	Rubber Wkrs. Loc. 862 (AFL-CIO/CLC)		400	800	800	July 07 July 09	Dispute with supervisor — Return of workers —
LEATHER							
Rosita Shoes, Montreal, Quebec	CSD		384	8,060	72,750	Nov. 04	Wages —
TEXTILES							
Celanese Canada, Drummondville, Quebec	Syndicat des employés de Celanese (CNTU)		1,471	32,570	104,020	Apr. 26	Wages, fringes, other issues —
KNITTING MILLS							
National Knitting Mills, Toronto, Ontario	Textile Wkrs. Loc. 1865 (AFL-CIO/CLC)		215	4,520	5,600	June 24	Wages, fringe benefits —
WOOD							
Canadian Forest Products, Hunting-Meritt, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)		170	3,570	49,470	Sept. 13	Shorter hours, elimination of piecework, rates of pay —
Scierie Aimé Gaudreau, Estcourt, Québec	Syndicat des employés de scierie (CNTU)		118	2,480	11,750	Mar. 10	Wages, benefits —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location				July	Accu- mulated	Termi- nation Date	Result
Sungold Mfg., Calgary, Alberta	Woodworkers Loc. 206 (AFL-CIO/CLC)	110	2,310	8,530	Apr. 13	Wages —	
Bellerive Veneer & Plywood Mont-Laurier, Quebec	Carpenters Loc. 2399 (AFL-CIO/CLC)	166	3,490	7,310	May 31	Wages —	
Abitibi-Price, Thunder Bay, Ontario	Carpenters Loc. 2827 (AFL-CIO/CLC)	300	6,300	6,300	July 02	Contract issues, 7-day week —	
FURNITURE & FIXTURES							
Art Laboratory Furniture, Co., Montreal, Quebec	Upholsterers Loc. 402 (AFL-CIO/CLC)	130	2,730	19,240	Dec. 05/ 1975	Not reported —	
PAPER							
Domtar Construction Materials, Caledonia, Ontario	Steelworkers Loc. 14994 (AFL-CIO/CLC)	193	4,050	11,200	May 09	Wages, fringe benefits —	
Reed Paper Co., Dryden, Ontario	Various unions	1,044	23,120	35,750	June 14	Wages —	
PRIMARY METALS							
Ontario Malleable Iron, Oshawa, Ontario	Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	4,620	30,140	Jan. 18	Wages, fringe benefits —	
Sidbec-Dosco, Contrecoeur, Quebec	Steelworkers various locs. (AFL-CIO/CLC)	1,190	26,350	73,500	May 06	Wages, fringes, hours of work —	
Benn Iron Foundry, Wallaceburg, Ontario	Auto Workers Loc. 251 (CLC)	240	5,040	11,040	May 27	Wages, other issues —	
Alcan, various locations, Quebec	Fed'n of Aluminum Unions (Ind.)	8,669	191,960	365,340	June 03	Wages, pensions, safety —	
Sidbec-Dosco Ltée, Montréal, Québec	Steelworkers (AFL-CIO/CLC)	1,000	22,140	59,240	May 10	Wages, fringe benefits —	
METAL FABRICATING							
Firestone Steel Products, London, Ontario	Auto Workers Loc. 27 (CLC)	300	600	600	July 08 July 12	Not reported — Return of workers —	
MACHINERY							
Rolls Royce Canada, Lachine, Quebec	Machinists Loc. 869 (AFL-CIO/CLC)	520	10,400	10,400	July 05	Wages —	
TRANSPORTATION EQUIPMENT							
Motor Wheel Corp., Chatham, Ontario	Auto Workers Loc. 127 (CLC)	588	12,350	29,990	May 19	Wages, fringe benefits —	
Davie Shipbuilding, Lauzon, Quebec	Fed'n of Metal Trade Unions (CNTU)	1,858	39,020	78,040	June 01	Wages — Not reported —	
Skiroule Ltée, Wickham, Québec	Steelworkers Loc. 776 (AFL-CIO/CLC)	130	2,730	2,990	June 29	Wages, fringe benefits —	

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
Location	Union		July	Accu- mulated	Termini- nation Date	
Fruehauf Trailor, Mississauga, Ontario	Auto Workers Loc. 252 (CLC)	339	6,780	6,780	July 05	Wages, fringes, length of agmt. —
Budd Automotive, Kitchener, Ontario	Auto Workers Loc. 1451 (CLC)	300	300	300	July 14 July 15	Dispute with foreman — Return of workers —
Hawker Siddeley, Dartmouth, N.S.	Marine Workers Fed'n Loc. 1, 13 (CLC)	300	150	150	July 21 July 22	Suspension of a worker — Terminated by mutual agreement —
ELECTRICAL PRODUCTS						
A. Bélanger Ltée, Montmagny, Québec	CNTU	400	8,400	27,200	Apr. 26	Wages, fringes, other issues —
Canadian Chromalox, Rexdale, Ontario	Auto Wkrs. Loc. 252 (CLC)	479	10,060	27,310	May 14	Wages, fringe benefits —
Great Lakes Carbon, Berthierville, Quebec	Fed'n of Metal Trades Unions (CNTU)	187	4,140	6,400	June 14	Wages, fringe benefits —
Fruehauf Trailor, Mississauga, Ontario	Steelworkers Loc. 5788 (AFL-CIO/CLC)	243	3,770	3,770	July 10	Wages —
NON-METALLIC MINERAL PRODUCTS						
Several Ready-Mix Coes., Southern Ontario	Teamsters Loc. 141, 230, 879 (Ind.)	1,500	9,000	13,500	June 28 July 12	Wages, job security — Terminated by mutual agreement —
PETROLEUM & COAL PRODUCTS						
Texaco Canada, Edmonton, Alberta	Oil Workers Loc. 9-910 (AFL-CIO/CLC)	135	2,600	2,600	July 05	Wages, fringe benefits —
CHEMICAL PRODUCTS						
Canadian Industries Ltd., Nitro, Quebec	Féd. des synd. des mines (CSN)	360	7,560	39,960	Feb. 24	Wages, grievance, other contract issues —
C.I.L. Ltd., Nobel, Ontario	Steelworkers Loc. 13704 (AFL-CIO/CLC)	175	3,680	12,780	Apr. 15	Wages, other issues —
Sico Inc., Quebec & Montreal, Quebec	Fed'n of Metal Trades Unions (CNTU)	150	3,150	7,200	May 24	Wages, vacations —

Construction

P.E.I. Construction Ass'n, various locations, P.E.I.	IBEW Loc. 1432 (AFL-CIO/CLC)	110	2,310	11,110	Mar. 09	Dispute over hiring 2 men —
Various Construction Cos., various locations, P.E.I.	Carpenters Loc. 1338 (AFL-CIO/CLC)	100	2,100	3,100	June 17	Contracting out of work —
Const. Ass'n Mgmt. Labour Bureau, various locations, N.S.	Plumbers Loc. 56, 244 (AFL-CIO/CLC)	861	16,220	20,620	June 21	Wages —
Const. Lab. Relations Ass'n, province wide, B.C.	Various unions	26,500	430,500	440,200	June 23	Wages, fringes, other issues —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1976 (Preliminary) (Cont'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				July	Accumulated	Termination Date	
	Location						Result
	Canadian Kellogg, Medicine Hat, Alberta	Teamsters (Ind.)	608	2,430	2,430	July 15 July 21	Wages in first contract — Terminated by mutual agreement —
	Various Const. Coes., various locations, P.E.I.	Laborers Loc. 1079A (AFL-CIO/CLC)	200	2,000	2,000	July 19	Contracting out of work —

Transportation & Utilities

TRANSPORTATION

Transport Chauveau Ltée, Québec, Québec	Teamsters Loc. 106 (Ind.)	160	3,360	9,120	May 11	Wages —
Air Canada (finance branch), Winnipeg, Manitoba	Airline Empls. Loc. 202 (CLC)	529	8,460	14,280	June 16 July 16	Job security, classification — Terminated by mutual agreement —
Commission de Transport, Québec, Québec	Synd. des employés de garages (CSD)	178	3,050	3,050	July 08	Wages —
Metropolitain Sud Inc., Longueuil, Québec	Public Service Fed'n (CNTU)	135	2,310	2,310	July 08	Wages —
Metropolitain Provincial Inc., Montreal, Québec	Public Service Fed'n (CNTU)	160	1,030	1,030	July 23	Wages —

COMMUNICATION

Canadian National Telegraphs, Gander, Newfoundland	Railway Transport & General Wkrs. (CLC)	120	2,560	13,120	Feb. 28	Dispute over shift scheduling —
Teleglobes Canada, various locations, Canada	Communications Workers (CLC)	350	1,400	1,400	July 12 July 16	Wages — Agm't. reached, tech'ns return —
CBC Radio Canada, Montreal, Québec, Chicoutimi, Québec	NABET (AFL-CIO/CLC)	122	60	60	July 16 July 17	Wages — Return of newsmen —

POWER, GAS, WATER

B.C. Hydro, Province wide, B.C.	Office Empls. Loc. 378 (AFL-CIO/CLC)	533	4,240	4,240	July 06	Wages —
Nfld. Light & Power, St. John's, Nfld.	I.B.E.W. Loc. 1620 (AFL-CIO/CLC)	300	900	900	July 08 July 12	Rights to Jobs — Craftsmen return —
Sask. Power Corp., Province wide, Sask.	IBEW Loc. 2067 (AFL-CIO/CLC)	1,207	16,900	16,900	July 13	Rollback by provincial AIB —

Trade

K-Mart Stores, Windsor, Ontario	Food Workers Loc. 725 (AFL-CIO/CLC)	200	4,330	7,500	June 09	Wages, union shop —
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STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, JULY, 1976 (Preliminary) (Concl'd)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues Result
				July	Accu- mulated	Termi- nation Date	
Kresge Co., Mississauga, Ontario	Teamsters Loc. 419 (Ind.)		100	2,170	2,500	June 26	Contract language —

Service

HEALTH & WELFARE

Hôtel-Dieu d'Arthabaska, Arthabaska, Québec	Social Affairs Fed'n (CNTU)	850	3,040	54,030	Apr. 08 July 06	Wages, fringe benefits — Not reported —
Various Quebec Hospitals, various locations, Que.	Quebec Fed'n of Nurses	5,500	102,140	157,140	June 17 July 27	Wages, work schedules —
Various hospitals (23), oMontreal and Quebec, Que.	Social Affairs Fed'n (CNTU)	900	19,930	28,290	June 18	Wages —
N.S. Ass'n of Health Orgs., various locations, N.S.	Public Empls. various locs. (CLC)	952	14,280	14,280	July 12	Wages —

Public Administration

PROVINCIAL

Wascana Centre, Regina, Saskatchewan	Sask. Gov't Empls. Ass'n (CLC)	225	110	110	July 30	Not reported —
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General minimum rates for experienced adult workers

Federal	\$2.90 effective April 1, 1976
Alberta	\$2.75 effective March 1, 1976
British Columbia	\$3.00 effective June 1, 1976
Manitoba	\$2.95 effective September 1, 1976
New Brunswick	\$2.80 effective November 1, 1976
Newfoundland	\$2.50 effective January 1, 1976
Nova Scotia	\$2.50 effective January 1, 1976 \$2.75 effective January 1, 1977
Ontario	\$2.65 effective March 15, 1976
Prince Edward Island	\$2.50 effective July 1, 1976
Québec	\$2.87 effective July 1, 1976
Saskatchewan	\$2.80 effective January 1, 1976 \$3.00 effective January 1, 1977
Northwest Territories	\$3.00 effective June 7, 1976
Yukon Territory*	\$3.00 effective April 1, 1976

* Federal rate plus ten cents.

Minimum wage rates for young workers and students*

Jurisdiction	Rates per hour	Effective Date
Federal	Employees under 17: \$2.65	April 1, 1976
Alberta	Employees under 18: \$2.60	March 1, 1976
	Students under 18 employed part-time: \$2.25	March 1, 1976
British Columbia	Employees 17 and under: \$2.60	June 1, 1976
Manitoba	Employees under 18: \$2.70	September 1, 1976
Nova Scotia	Underage employees: 14 to 18 years: \$2.50	January 1, 1977
Ontario	Students under 18 employed for not more than 28 hours in a week or during a school holiday: \$2.15	March 15, 1976
Prince Edward Island	Employees under 18: \$2.20	July 1, 1976
Québec	Employees under 18: \$2.67	July 1, 1976
Northwest Territories	Employees under 17: \$2.55	June 7, 1976

* New Brunswick, Newfoundland, Saskatchewan and the Yukon Territory have no special rates for young workers or students.

CANADA DEPARTMENT OF LABOUR PUBLICATIONS

Employment relations

Industrial Relations Research in Canada (annual). An inventory of industrial relations research undertaken by the Department, other government departments, academic institutions and private individuals. Free. (1975 edition)

Labour data

Union Growth in Canada in the Sixties. A 202 page report containing analysis and detailed data on union membership by province and industry during the period 1957-1970. (Bilingual) Price \$5.00 (\$6.00 outside Canada). Cat. No. L41-9/1976-1

Labour Organizations in Canada, 1974-75 (annual). A directory of labour organizations including principal officers, union publications, provincial distribution of locals, and statistics on union membership affiliation. (Bilingual). Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-2/1975

Strikes and Lockouts in Canada, 1973 (annual). Contains a variety of statistics on strikes and lockouts, including number of incidents, workers involved and duration in man-days. Information is provided on all strikes and lockouts involving 100 or more workers. (Bilingual) Price \$2.00 (\$2.40 outside Canada). Cat. No. L2-1/1973

Wage Rates, Salaries and Hours of Labour, 1975 (annual). A series of 30 community reports and a Canada report containing information on wage rates, salaries and hours of labour at October 1, 1975. Wage rate data are provided for a number of office and service occupations, maintenance trades, labourers and specific industry occupations. Breakdowns for wage rates include major industry group, size of establishment and union/non-union (Bilingual). Various prices. Cat. No. L2-5/1975 (Community).

Working Conditions in Canadian Industry, 1974 (annual). Contains statistical data, effective October 1, on hours of work, paid holidays and vacations, and extent of unionization for office, non-office and other employees. Includes breakdowns by province and industry. Price \$2.50 (\$3.00 outside Canada). Cat. No. L2-15/1974

Rights in employment

Women's Bureau '73. Papers dealing with the role of social workers and the status of women; organized labour in relation to working women; the rights of man and the status of women; equality in pensions for working women; and Quebec's contribution to the status of women in Canada. (Bilingual). Free.

Women's Bureau '74. Papers dealing with the compensation of women; women and work in Canada: a study of legislation; Canada's need: the ingredient of women's experience; the economic and academic status of women in relation to their male colleagues; equal pay programs in Canada and the United States, the Canadian scene; and time to reform traditional insurance practices to eliminate sex discrimination. (Bilingual). Free.

Women in the Labour Force. Facts and Figures (1975 edition). 197 tables of statistics on many aspects of women's

participation in the labour force. It includes sections on earnings, professions, manpower placements and trainees, historical data and projections. (Bilingual). Free.

The Law Relating To Working Women. (Bilingual). Free.

Legislative research

Labour Standards in Canada — 1974. An annual publication which sets out standards in all jurisdictions regarding school-leaving age, child employment, minimum wages, hours of work, equal pay, weekly rest-day, annual vacations, general holidays, termination of employment, maternity protection and severance pay. (English or French). Price \$1.50. Cat. No. L2-7/1974.

Workmen's Compensation in Canada. Deals with compensation for employment injury, the basic principles underlying the system, and coverage of the provincial Acts as of December 31, 1967. (Changes in workmen's compensation laws are published yearly and are available free on request). (English or French). Price \$1.00. Cat. No. L34-1969.

Legislative Review. This semi-annual publication sets out new provisions enacted in apprenticeship and tradesmen's qualifications, employment standards, human rights, industrial relations, industrial safety and health and workmen's compensation. (Available free on request). (English or French).

Human Rights in Canada — 1976. A comparative summary of human rights legislation in all Canadian jurisdictions including major legislative developments of 1975. Available in either English or French. Price \$2.00 in Canada, \$2.40 in other countries. DSS catalogue no. L34-23/1976

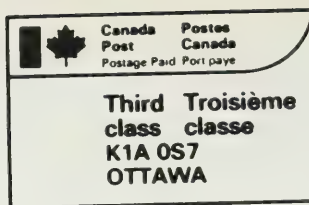
Occupational safety and health

Safety Perspective Sécurité. Periodical designed to assist employers and employees in up-grading accident prevention programs. (Bilingual). Free.

Canada Occupational Safety Manual. Intended as a guide to persons charged with developing and maintaining an accident prevention program. 1. Planning for Safety. 2. Employment Safety Audit Guide. 3. Accident Investigating and Reporting. (English or French). 50 cents each.

Bibliography, Occupational Safety and Health. Lists some 500 selected holdings of Technical Library, Accident Prevention Division, 1974. Free.

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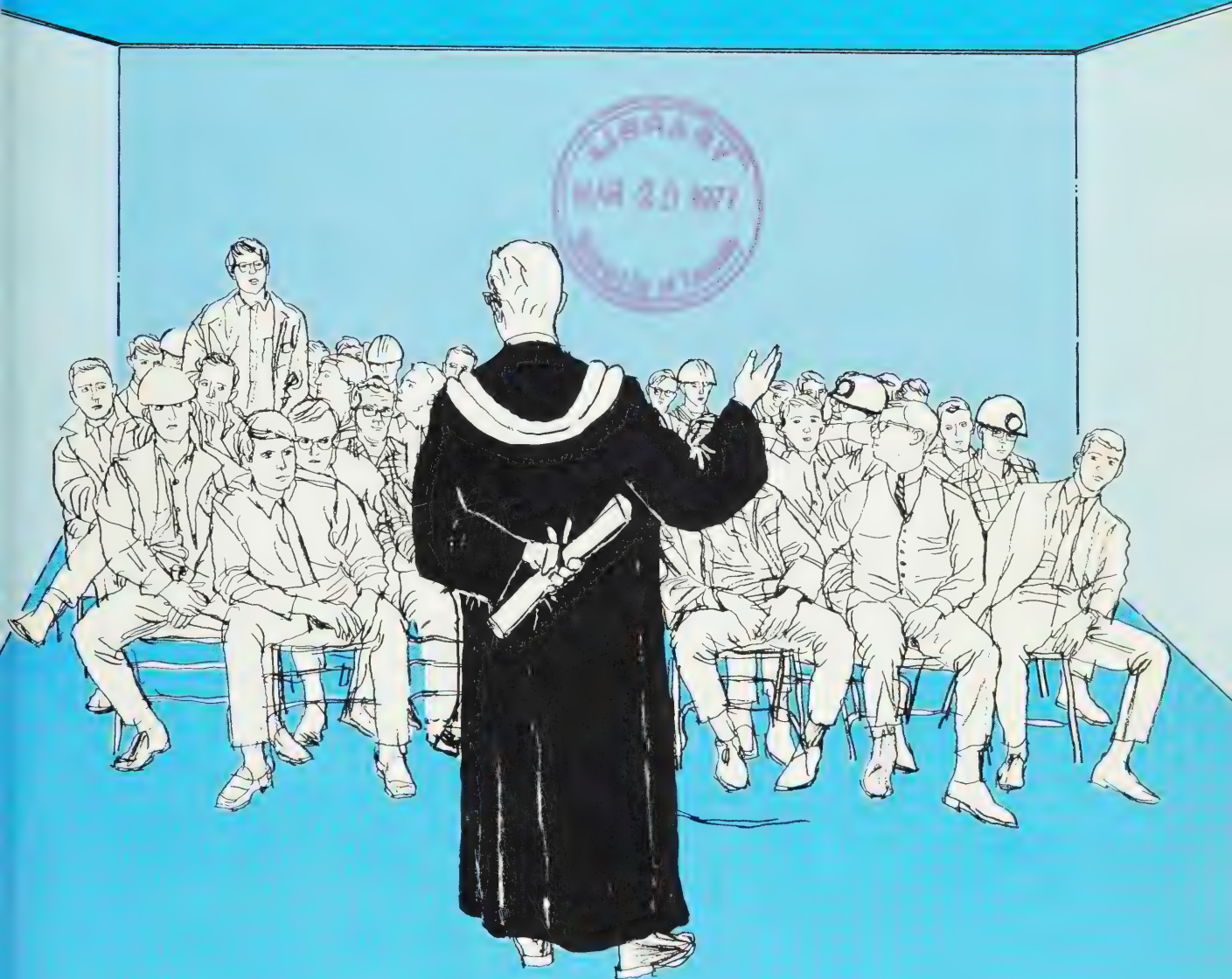


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Labour education
—a case for co-operation

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**Labour
Canada**

**Travail
Canada**

contents

Vol. 76, No. 12, December 1976

NEWSLINE

- | | | |
|---|--|---|
| <p>634 WORKING TIME</p> <ul style="list-style-type: none">• "Mini-shifts" encouraged• Part-time work <p>635 MOTIVATION</p> <ul style="list-style-type: none">• Lotteries cut absenteeism <p>635 UNIONS</p> <ul style="list-style-type: none">• Productivity low among construction workers• Law Society opposes use of union label | <p>635 EMPLOYMENT</p> <ul style="list-style-type: none">• Number of job openings increases for professionals• New LIP program announced <p>636 WAGES</p> <ul style="list-style-type: none">• Collectively-bargained settlements lower <p>636 EMPLOYEE COMPENSATION</p> <ul style="list-style-type: none">• Fringe benefit costs up | <p>637 INDUSTRIAL DEMOCRACY</p> <ul style="list-style-type: none">• U.S. workers reject Swedish-style participation• "Humanized" management successful in French company• French "exchange meetings" beneficial• Live issue in Switzerland <p>638 PERSONNEL MANAGEMENT</p> <ul style="list-style-type: none">• Meetings a waste of time?• IBM claims no layoffs |
|---|--|---|

FEATURES

- 639 **A case for university involvement in Canadian labour education** by Herbert A. Levine
- 644 **ARLEC is helping things happen in the Maritimes** by Mark Alexander
- 647 **A Manitoba approach to labour education** by Marc Zwelling
- 650 **Union Education at the crossroads** by Dieter Schachhuber
- 654 **Canadian Chamber of Commerce: Perspectives on inflation**
- 655 **Perspectives on productivity: Three views**
- *The importance of productivity* by R.E. Olley
 - *Canada's performance* by Ronald D. Southern
 - *A non-statistical view* by William Dodge
- 661 **The Co-determination question in Canada — some feedback** by Sharleen Bannon
- 667 **The Sudreau Report: Some French proposals for industrial democracy** by Shirley Plowman
- 669 **Provincial federations of labour conventions, Fall '76**

DEPARTMENTS

- 672 **COMMENT**
- Connaghan's proposals criticized
- 674 **BOOKS**
- **Strikes: A Selected Bibliography** by Barrie O. Pettman
—reviewed by Roy LaBerge
 - **Canada's Unions** by Robert Laxer
—reviewed by Pamela Wallin
- 675 **FIFTY YEARS AGO**
- pension fund for nurses
 - to supply and install a furnace
 - widow's claim
- 676 **PRICES AND EMPLOYMENT**
- 677 **ADDITIONS TO THE LIBRARY**
- 680 **LABOUR STATISTICS**
- 688 **MINIMUM WAGE RATES**

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WORKING TIME

"Mini-shifts" encouraged

A management expert says companies can increase productivity and reduce labour costs by using more part-time workers, particularly on flexible four-hour "mini-shifts."

William B. Werther Jr., associate professor of management at Arizona State University at Tempe, proposes the mini-shifts using part timers as an alternative to overtime. "The use of overtime has two unavoidable drawbacks: fatigue-caused errors and premium wage rates," he writes in the U.S. monthly *Personnel Journal*.

He says part-time manpower, "does not require premium pay, increased outlays for fringe benefits, or an overstaffed organization."

The available pool of retired workers, homemakers and students is often overlooked by managers, Werther says. He pointed out that four million homemakers now are seeking part-time employment, and another 10 million would be available if child care were available.

He says employers should pay part-time workers the same basic rates as full-time workers, but they do not have to pay any fringe benefits.

Moreover, when part timers don't

work, they don't get paid, and since they can't miss work without losing pay, they have more incentive than full-time employees to show up on the job.

Werther makes this case for the "mini-shift": "By systematically replacing full-time workers who are promoted or quit with part-time employees, the supervisor can take advantage of mini-shifts. Mini-shifts — work schedules calling for less than 40 hours per week — are usually designed to be four hours long. Two mini-shifts, staffed with two part-time employees, are scheduled back-to-back...This insures all work stations are continuously staffed. Since the shift is only four hours, lunch breaks are avoided as is the necessity of staffing part-time positions during the noon hour. If the assembly line is normally shut down for lunch, one mini-shift can be designed to finish at noon and a second mini-shift is scheduled to begin at the end of the lunch hour.

"Desired increases in output can be achieved in several ways without the financial burden of overtime or the use of fatigued employees. For example, part-time employees can man a second half-shift. By scheduling a shift from 5 p.m. to 9 p.m., output can be increased 50 per cent. And this is done at straight time rates."

Werther also observes that if production needs decrease, mini-shifts can be scaled back and the needed layoffs "can be concentrated among part-time help until the minimum feasible work force is achieved."

Part-time work

Part-time work is here to stay, according to a study commissioned by the Canada Department of Labour.

The 123-page study report, by Marianne Bossen, is entitled *Part-Time Work in the Canadian Economy*, and is based on a sample survey of 42 large organizations in both private and public sectors. Part-time employment increased by 54.8 per cent between 1966 and 1975, or approximately 6 per cent annually.

Part-time workers numbered 1,236,000 in 1975, and made up 13.3 per cent of the total employed labour force. Most part-time workers were women, either under 25 years of age or over 65.

The study found the highest concentration of part-time workers in retail trade and financial institutions, followed by municipal services, although both federal and provincial governments also employ many of them. A lower concentration of part-time workers was in manufacturing, most of them in manual, clerical and sales occupations. Few were employed in the professional or technical field.

The study found the part-time and full-time labour markets to be distinct from each other, with the two labour forces complementing each other, rather than competing for the same jobs. Nevertheless, part-time workers were generally paid less than full-time workers.

The study found that unions, generally, treat part-time work as a "residual, competing substitute, and therefore a threat to full-time workers." The study also says the number of part-time workers will continue to grow, and that in 1973 24.6 per cent of all female workers

had part-time jobs, contrasted to 6 per cent of all male workers.

The study was commissioned in response to recommendation 28 of the Royal Commission on the Status of Women concerning the feasibility of making greater use of part-time work in the economy.

The report recommends that government policy distinguish between regular part-time and casual or temporary work. The report also discusses such questions as greater use of flex time and alternative ways of making use of part-time work so as to develop alternative methods of integrating home and work responsibilities.

MOTIVATION

Lotteries cut absenteeism

The "positive reinforcement" of a monthly lottery is an effective way to reduce job absenteeism, according to two U.S. academics.

Jerry A. Wallin, assistant professor of management at Louisiana State University, and Ronald D. Johnson, associate professor of management at Northeast Louisiana University, discuss the values of a positive reinforcement system in an article in *Personnel Journal*.

They describe one company's successful plan: a monthly draw for a \$10 prize for which only employees with perfect attendance during the month were eligible. It worked so well that sick leave expenditures dropped by 30 per cent in its first 11 months of operation.

The professors say such lotteries could also be used to increase production rates and to reduce safety and accident rates.

UNIONS

Productivity low among construction workers

Poor worker productivity in the Canadian construction industry could force a shift towards using non-union employees, according to Henry dePuyjalon, president of the Canadian Construction Association.

dePuyjalon warned Canadian unions they must realize that "productivity is still the name of the game," and that they should take a lesson from the U.S. There, he said, low productivity by organized workers in recent years has forced customers away from union workers in favour of non-union contractors.

Law Society opposes use of union label

The Law Society of Upper Canada has ordered a Toronto law firm to remove the union label from its letterhead, and a Canadian Labour Congress official has asked the society to reconsider the ruling.

The Society ordered the firm of Copeland and King to remove the label of the Office and Professional Employees International Union Local 434, which appears at the bottom of its letterhead. The Society's handbook of professional conduct allows only the name of the firm and a list of the firm's members on the letterhead.

Henry G. Rhodes, secretary-treasurer of the CLC's union-label trades department, wrote to the Society Nov. 1 to say he was "surprised and shocked."

Rhodes said he found it hard to

believe that the Law Society "one of the oldest unions in Canada with the tightest closed-shop clause ever written" should find it improper for its members to carry the union label on their letterheads.

EMPLOYMENT

Number of job openings increases for professionals

Job openings for executives, accountants, scientists and other professionals increased by 12 per cent during the third quarter of 1976, according to the Technical Service Council, a non-profit placement and personnel consulting service.

The rate at which new jobs were formed was little changed, however, suggesting that the increase was largely due to employers taking longer to fill their positions. As TSC General Manager N.A. Macdougall put it: "The slack economy has made employers more selective."

The TSC's quarterly survey of 1,500 private employers found increases in job openings in all regions except the Atlantic provinces, where the sample was too small to be reliable. The percentage increases during the quarter by region: Ontario 21 per cent, Prairies 14 per cent, B.C. and Yukon 6 per cent, Quebec 4.5 per cent.

The 12 per cent overall increase for the quarter is in sharp contrast to a 22-per-cent reduction in openings during the last 12 months — 48 per cent in Ontario, 30.9 per cent in Quebec, 14.9 per cent in B.C. and the Yukon and 8.5 per cent in the Prairies.

New LIP program announced

The federal government has allocated a total of \$200 million for the 1977-78 Local Initiatives Program, designed to create jobs during peak times of seasonal unemployment.

LIP is in its sixth year of operation, and the current program, announced Nov. 25, is expected to create a total of 248,000 man-months employment for 47,000 workers.

The announcement said the funding will be directed solely to areas where unemployment exceeds 7 per cent, and a special effort will be made to reduce youth unemployment.

An additional \$50 million has been provided for federal labour-intensive projects in areas of high unemployment. The funds, administered by Treasury Board, will be for projects such as repairs and maintenance in national parks, construction and maintenance of small craft harbours, and fisheries management projects.

On Nov. 25, the government also announced a 9 per cent decrease in unemployment insurance premium rates — for employees, from \$1.65 per \$100 insured earnings to \$1.50, and for employers, from \$2.31 per \$100 insured earnings to \$2.10. The lower rates start Jan. 1, 1977, when maximum insurable earnings increase from \$200 to \$220 a week.

Two other government programs to reduce unemployment had been announced earlier:

- a \$40 million increase for occupational training, raising the total for the year to \$522 million and enabling the training of more than 305,000 Canadians;

- expansion of the Canada Manpower Mobility Program in 1976-77 to \$13.7 million, enabling permanent relocation of 15,000 families, and other mobility grants to between 40,000 and 45,000 workers.

WAGES

Collectively-bargained settlements lower

Major collectively bargained settlements reached during the third quarter of 1976 produced average annual base-rate increases of 9.7 per cent — the lowest quarterly average since the end of 1972. The 1976 second quarter rate was 11.2 per cent, and the average for the 12-month period ended Sept. 30, 1976, was 11.9 per cent.

EMPLOYEE COMPENSATION

Fringe benefit costs up

A survey covering 437,635 employees in non-manufacturing sectors of the Canadian economy found that employee benefits account for 31.1 per cent of each dollar of payroll costs.

The survey, by Thorne Riddell Associates Ltd., a firm of management consultants, covered 155 employers and used two categories of benefits: legally required payments such as unemployment insurance and the Canada Pension Plan, and also items which may or may not be voluntary, such as vacations, rest

The data are based on an analysis of collective agreements covering 500 or more employees in both federal and provincial jurisdictions, but excluding construction.

In the 91 major one-year agreements settled in the third quarter, the average annual increase was 10.6 per cent, in the 54 two-year contracts it was 12.2 per cent and 8.1 per cent respectively in the first and second years, and in the 22 three-year agreements the annual increases were 15.1 per cent, 8.0 per cent and 6.0 per cent in the third year. Only 32 of the 167 major third-quarter settlements provided for a cost-of-living allowance.

Where confirmed data were available, the statistics take into account the effects of Anti-Inflation Board rulings and subsequent ratifications.

periods, private pension plans and profit sharing.

The firm's last biennial survey, in 1974, placed benefits at 28.1 per cent of total payroll costs. In its first, in 1954, the percentage was only 15.1.

Paid time off was the largest single current expense, accounting for 14.77 per cent of payroll costs — 5.98 per cent for vacations, 4.03 per cent for rest periods and 3.76 per cent for holidays.

Average total compensation per worker was \$16,108 — \$12,259 in gross pay and \$3,849 in employee benefits.

The 44-page study, entitled *Employee Benefit Costs in Canada 1975-76* is available from Thorne Riddell at \$90 a copy.

INDUSTRIAL DEMOCRACY

U.S. workers reject Swedish-style participation

Swedish democratization of the assembly line did not go down well with six United States auto workers who visited the Sodertalje plant of Saab-Scania which assembles Saab 99 engines.

The six — all from "Big Three" auto plants — included two blacks and two women. Their trip was sponsored by the New York State school of industrial relations at Cornell University, with the co-operation of the Ford Foundation.

They were integrated into groups of 18 working an 8½-hour shift in a section where the task of each worker was decided by the autonomous decisions of the assembly team. The tasks were rotated so that each worker eventually performed them all. The Americans were also invited to participate in works council and consultation groups in the section.

The *London Financial Times* quotes Fordham researcher Arthur S. Wineberg who co-ordinated the project: "The American reactions were negative and ran contrary to expectations." It also reported that the majority of the team "felt that the work imposed psychological pressures which outweighed the benefits of variety. They compared the pace of work unfavourably with Detroit."

"Only one of the workers, Ruth Russell, considered the Saab approach superior. She said that group working gave her a greater feeling of accomplishment and a sense of doing something worthwhile." At Cadillac she was

used to performing a repetitive job — putting in head bolts.

Not all the Americans' reactions were negative, however. They considered working conditions generally superior to those in Detroit from the points of view of working environment, noise level, lighting and the quality of air.

For example, one Swedish worker asked an American why he always seemed to be shouting. The American replied that at Pontiac he had to shout to be heard.

"Humanized" management successful in French company

A "humanized" management approach is helping the Leroy-Somer company, a manufacturer of electric motors in southwest France, "thrive in an atmosphere of tough international competition," according to *World of Work Report*, monthly periodical of the Work in America Institute Inc., Scarsdale, N.Y.

The company has 10 plants, 6,000 employees and annual sales of about \$200 million, and still operates on the principles expressed by its founder Marcellin Leroy in 1919: justice, consideration for the individual, and security.

Those principles have been translated into some innovative organizational forms. Four elected worker representatives sit on the board of directors, sharing two votes between them. In recent years, no plant has been allowed to grow beyond 400 employees lest relationships become too impersonal. Flexible working hours are widely applied. Each division is an independent financial entity. Managers have broad authority to operate as they see fit, and are strictly accountable for results. As

much as possible, the shop floors operate on the basis of autonomous groups of workers, making their own decisions on carrying out their part of the operation.

The company also goes far beyond France's legal requirement for profit sharing with workers.

Despite competition from a rising flood of cheap motors imported from eastern Europe, the company is highly profitable, *World of Work Report* says: "In this case, the human approach pays off in more ways than one."

French "exchange meetings" beneficial

In France, "exchange meetings" of small groups of staff members, held during working hours, have improved employee motivation and reduced tension, according to a report by the employers' organization, *Entreprise et progrès*.

The idea, first advocated by the organization about two years ago, has since been endorsed by the government.

The report covers 15 case studies of exchange meetings in a variety of companies. In most cases, the meetings are held monthly or every second month, and between 15 and 20 people are in each group.

Entreprise et progrès says the employees sometimes greet the idea with scepticism but this is overcome rapidly. It found that union attitudes varied from neutrality to hostility.

Live issue in Switzerland

Co-determination is still a live issue in Switzerland, despite the recent referendum rejection of two motions to establish the principle.

Three proposals on the subject have since been placed before Parliament, one of them a draft law, put forward by the Christian Democrat Party. It would extend present regulations and collective agreements on employee representation to make work councils compulsory in all operating units employing 20 or more people.

The Liberal Party has also made its own proposal — that employers accord workers certain new rights through changes in employment contracts.

PERSONNEL MANAGEMENT

Meetings a waste of time?

Third-level managers may spend too much time "communicating" and attending meetings, according to an article in *Personnel*, the official periodical of the American Management Association.

Professor John R. Hinrichs, president of Management Decisions Systems Inc., Darien, Conn., reports on the findings of self-recording work sampling in a chemical research organization.

He said third-level managers were spending an average of one hour a day at scheduled meetings. "Are meetings really necessary?" he asks. "Do they adhere to their topics? Or are they a waste of time?"

He also suggests a close look at the need for communications, since he found that 20 per cent of the communications had no effect on work direction or objectives.

IBM claims no layoffs

International Business Machines Corp. claims it has never laid off an employee for economic reasons in 35 years in the U.S. Instead, it retrain workers no longer needed in one job and assigns them to another.

According to a report in the U.S. periodical *Business Week*, IBM has retrained and physically relocated 5,000 employees since 1970 as part of the most extensive corporate education program in the country.

The report quotes former IBM chairman Thomas J. Watson as saying the policy was not motivated by altruism but by "the simple belief that if we respected our people and helped them to respect themselves the company would make the most profit."

And it quotes the present chairman, Frank T. Cary: "If people are not worried about being laid off, they are flexible in making the changes we ask of them...This is very important to us in a high-technology business."

IBM is not immune to recessions but it has been able to maintain its tradition of "full employment" because, unlike many companies, some part of its business is always growing.

The *Business Week* report adds that in 1975 IBM retrained and transferred about 1,000 of its 159,000 employees in the U.S. About 500 were transferred from offices and plants that produce computer components and related products to divisions that handle office equipment and smaller information systems. The other

500 were reassigned within several divisions.


"It does this through a sophisticated 'manpower balancing' program, which is co-ordinated at the corporate level and supervised by Cary himself. From monthly projections of the work load in 13 divisions, the Corporate Resource Group is able to match units that need people with those that have an excess."

The periodical also observes that IBM has been known to deal harshly with people it thinks are non-producers, particularly salesmen and managers, "and it does fire and demote people for disciplinary and other causes."

And to shrink its work force it offers incentives to older employees to leave. In 1975, more than 1,900 workers opted out under a "special opportunities program" that *Business Week* describes as "an IBM euphemism for beefed-up early retirement."

The report also notes that IBM has never been the target of a major union organizing drive in the U.S., though many of its 100,000 "foreign" workers are organized.

The company started formal educational programs in 1916. More than 5,000 full-time and part-time instructors now give three major types of courses: management development, technical updating, and job retraining.

Business Week says IBM's way of dealing with its employees does not produce a "regimented" work force, and it quotes Cary: "If you operate in high job security without demanding performance, there would be a problem. But we demand performance." 

A case for university involvement in Canadian labour education

by Herbert A. Levine

Co-operation among universities and unions, through discussion, planning, research, and experimentation may help to achieve more rational relationships between the worlds of work and education in Canada.

Surely, such concepts and programs as recurrent and continuing education, lifelong learning, paid education leave, and the impact they may have on the Canadian educational and industrial system are areas of mutual concern to innovative academics and unionists.

The campus is an excellent place to study, research, and discuss the impact of multinationals on Canadian life, the questions of productivity and the quality of working life, and sensible schemes for relating education and income, health and security.

Where better than on a university campus should one discuss the rights of man, the right to a job, the right to learn, the right to strike and the right to govern — and the known and hoped for methods of resolving what sometimes appears to be a conflict among these and other rights.

Union-university co-operation permits the application of information and insight derived from the academic disciplines to the problems faced by union leadership. Union activists, today, are highly motivated to learn. They are puzzled by automation, distressed by large scale unemployment, and

Herbert A. Levine is chairman of the Department of Labor Studies and Director of the Labor Education Centre at Rutgers, the State University of New Jersey. He is also a consultant to the ILO and the OECD.

concerned about the world their children will inherit. They look to education as a road to a better, more effective union, greater job satisfaction, and a richer community life.

Universities, in turn, can benefit from an effort to analyse problems of industrial democracy, the nature and substance of a collective bargaining contract, the economic, social and political roles of unions in Canada and the world.

There is little or no opportunity for an individual in the school system to learn how to function as a shop steward, bargaining committeeman or local union officer. Yet unions are a bulwark of a democratic system. Through them millions of workers receive added training in democratic, political and social life; and through them millions enjoy an industrial democracy that enhances the public welfare of the nation and contributes to its economic growth.

Despite the many problems involved in union and university co-operation, there is no doubt in my mind that serious efforts should be made to obtain university-level education for trade union leaders and members.

In the United States, some unions make enormous contributions to the individual worker and support the general educational concerns of the university. Others either refuse to work with universities or set difficult criteria as the price for collaboration. While some universities relate exceptionally well to the union's educational interests, others provide only the barest minimum of educational service.

Many union and university labour educators are satisfied with their relationships. Some are not yet certain whether American university involvement has been a positive or negative factor in the development of workers' education.

Although many unanswered questions remain, university labour education programs continue to multiply, their budgets and resources increase, their curriculum offerings and the quality of their programs improve and the number of labour students served is increasing.

There are approximately 35 American universities affiliated with the University Labour Education Association providing labour education study opportunities for the past 25 years.

Labour education has generally entered the academic arena through the door of the extension division, as a result of requests by organized labour. In many universities, that is where the labour education program remains —

hanging precariously on the edges of academe, not fully accepted or welcome in the club but tolerated as a "public service." In a few universities, labour education has won a measure of academic status and it appears that this trend will be more visible in the next few years.

From its inception, the crucial problem in union-university collaboration is the method to be used for delineating responsibility between the two parties for the development, recruitment, faculty assignment, and administration of the educational program. In some ways, it might be fair to say, the issue is never settled but is the result of continuous negotiation and reaffirmation.

As a general rule, university labour education conducted through the union organization is co-operatively developed and jointly administered with shared teaching responsibilities. It is important to note, however, that in the initial period when the two institutions were more suspicious of each other, some universities tended to severely limit the role of trade unionists as teachers. Some university officials were uncomfortable with the general tone and spirit of labour education. The vitality of union residential summer institutes, for example, which expressed itself in labour songs, occasional demonstrations at nearby picket lines, the viewing of social action films and the sponsorship of speakers engaged in social causes was a form of education uncommon on the university campus.

The nature and extent of union-university collaboration is affected by the quality of the education program provided by the international-union education department. A strong national union program has its own goals and

...serious efforts should be made to obtain university-level education for trade union leaders and members

objectives, which tend to call upon the university to provide supplementary educational service. In the extreme, this sometimes means that the union program is so strong that the university is used only minimally as a "hotel with atmosphere."

The primary vehicle for union-university collaboration is the university labour advisory or consulting committee. Where the committee functions well, it is extremely useful to both parties and effective in representing the concerns of worker education. Some of the committees, however, are dominated by prestigious labour leaders who seldom come to meetings or who come only to associate with the top university officers and do not take the time to involve themselves in matters of curriculum, fee policies, and other details associated with program development.

In other cases, universities "capture" local or state labour advisory committees who may not be so well informed on the larger educational issues and who thus become "rubber stamps" for the proposals brought forth by the university. Only the rarest of universities provide ongoing educational activities and discussion of curricula trends in worker education at their trade union consulting committee meetings. Where this is done, however, it enhances immeasurably union-university co-operation and strengthens the labour

educational service provided. In most instances where the labour advisory committee is weak, one is likely to find a minimum concern with labour education among faculty and administrative personnel.

A viable labour consulting committee must, of course, recognize in its membership the more powerful labour leadership in the relevant trade union bodies within the jurisdiction of the university. But the committees that work well have among their members representatives of unions who are actively engaged in labour education. It is these union leaders who understand and help with program development, teaching, administration budgeting, political infighting in the halls of the legislature, the university and within the union itself.

Labour education has generally entered the academic arena through the door of the extension division...

The universities may question whether this means they are surrendering their rights and submitting to the censorship of the union. Unions, like universities and other institutions, have internal politics and these issues sometimes intrude upon their relationships with universities. Consequently, some universities reject any control over their actions by an outside group. It must be said that some unions have attempted to dictate the hiring of particular faculty and the limits of the universities' offerings in labour education.

Some universities approached worker education with trepidation, and attempts were made in the early days of collaboration to set limits on the range of subjects offered. Thus union organizing, strike strategy and tactics, methods of labour social action, even labour in politics were from time to time questioned, prohibited or simply never included in some university programs. Today some of these restrictions are currently in force, but there seems to be a broader, more open-minded view of what can be taught.

Universities should not, of course, be propagandists for a particular union; they usually do not involve themselves in policy matters as they relate to specific unions or to grievances, negotiable items or specific collective bargaining settlements or arbitrations. There are rare instances where unions have invited academics to critically evaluate internal policies and practices, and some of these programs have been considered successful by both parties.

Even today some unions fear that universities tend to be dominated by businessmen and by faculty generally insensitive to and uninterested in the educational needs of workers. There is no doubt that in many American universities the labour education program is the subject of a constant struggle to obtain a secure base on the campus, recognition of the academic quality of its curriculum and acceptance of its faculty as professional educators. There remain large gaps in the curriculum offerings of most American university labour education programs because university administrators and academics in general have conceded only partial recognition of the legitimacy of labour studies as a discipline. It is amazing to see the variety and

quantity of educational services available to management on the American university campus!

Nevertheless, the beachhead is secure and the trend is for labour studies to broaden in all phases of university programming in such a fashion as to more readily meet the needs of the labour movement for research and instruction in the field.

On the subject of who shall teach, no university with integrity will surrender this right. More than one great battle has been fought by American universities for academic

...university administrators and academics in general have conceded only partial recognition of the legitimacy of labour studies as a discipline

freedom against dictation by outside groups. Most often American labour has supported those struggles. Yet no trade union can be expected to encourage its members to participate in a university program where the faculty is consistently against the existence and mode of behavior of the labour movement. This very difficult problem must be resolved before effective union-university collaboration can take place. Most American labour educators believe that labour education rarely works well unless the faculty members of a university labour education service are individuals with life experience as union leaders, or social activists with a strong commitment to the labour movement.

Some universities refuse to permit

union labour educators to teach in their programs, others attempt to mount a joint union and university faculty for a particular program. In a few universities, union experience and the personal intellectual strength of union educators are accepted as equivalents for formal schooling and accreditation, and these union educators have been accorded faculty status.

Can faculty really be impartial and uncommitted? It is not likely. Each teacher has a philosophical base, a set of principles and a concept of his place in the world. But these should show through with the greatest attention to objective presentation of alternatives and maximum opportunity for variation and dissent. One does not seek a university labour educator loyal to a particular union or blind to the faults of some union leaders or one who cannot recognize the essential distinction between teaching and propaganda. But it is disastrous to a university labour education program to be committed to a director and faculty who have no real affinity for the labour movement, little understanding of its inner workings and no experience with trade union leadership or rank and file workers.

Methods of financing American university labour education are as varied as the number of institutions providing the services. Since most university labour education programs are on the campus of the state university, unions expect and struggle for the programs to be subsidized to one extent or another.

Strong labour advisory committees have helped to increase the state subsidies and to keep the fees at a minimum. Currently, the union contributes the greatest sum toward a labour education activity. It pays lost time, travel,

subsistence and sometimes all tuition costs. Public grants and private foundation funds often support specialized and innovative labour education activities.

A relatively new source of funds is management, through tuition refund and industry-union educational advancement funds that are generally obtained through collective bargaining. In the auto industry, for example, the company will reimburse workers for educational efforts up to \$700 a year per person. Individual workers and union members often have to pay for their own education at the bachelor or advanced degree level. In some cases the union provides a scholarship.

All labour education services in American universities are handicapped by their lack of freedom to develop to their full potential. This is as much a factor of the status of the labour education program as it is of budgetary limitations. Labour education is housed in most campuses in the extension division or in an institute of industrial relations. Some programs are under the jurisdiction of professional schools of education or business administration. In a few universities, labour studies fall under the supervision of liberal arts deans.

In extension divisions and in industrial relations institutes, labour education competes in its struggle for resources with other units of these bodies. Management, on the other hand, probably has five or six other university bodies providing various educational services to its members.

On a related subject, university departments must be judged primarily by the quality of students they help to produce. Trade union students suffer from the lack of a systematic program of studies.

...unions are correct in taking the position that worker education...should be financed, in the main, from public funds

Rarely do they have the advantage of educational counselling.

Another important characteristic of the university is that it offers students certain vested rights and advantages that are not enjoyed by union members who have sometimes spent years in labour education courses. Universities can and should recognize work done at other types of educational institution.

University teachers from other disciplines more often than not have great difficulty in relating their subjects to the needs of labour studies, and there are currently only a handful of individuals serving as teaching staff in labour studies. These are people with many years of experience in the labour movement who are only just beginning to divorce themselves from active union work so as to take up more concentrated study. The quality of instruction in labour studies will improve as these individuals achieve their full potential and as new staff are generated by the labour studies courses.

Universities can continue to play a special role in helping unions develop imaginative programs in labour studies. Perhaps the most exciting area in future will be experimental attempts to help workers to avail themselves of the new opportunities for educational advancement that unions have begun to negotiate at the collective bargaining table.

One union and one company in the United States have negotiated a \$105 million annual educational opportunity program for workers, providing for the refund of tuition fees. Another program provides for a total of \$55 million for the same purpose. Canadian unions have already negotiated educational funds and scholarships which help support the Canadian Labour College based at McGill University in Montreal. Other unions are establishing industry-wide educational advancement funds to meet the educational needs of union members and their families. These enormous sums will have a profound effect not only on the character of organized labour but on the quality and skill of the workforce, and will ultimately alter significantly the education system in the United States and Canada.

Undoubtedly, unions are correct in taking the position that worker education is primarily a public responsibility and should be financed, in the main, from public funds. In this regard, many unions have fought for federal aid, called for free universal education through college, and supported the development of low-cost community colleges. Some have urged income tax deductions for educational expenses. But just as unions have in the past negotiated a wide variety of fringe benefits such as pension and health plans, and supplementary unemployment benefits to complement existing public programs, the time has now come for them to place educational opportunities high on their fringe benefit priority list so that significant sums of money will become available to develop programs supplementing public education.

As the labour movement launches its new wave of organization, one of its attractive features for white-collar and professional people

might very well be its concern for educational opportunity for its members.

Teachers and other groups concerned with professional status, increased income derived from advanced degrees, and the ability to continually improve the quality of their performance, will certainly appreciate and support the idea of a negotiated fringe benefit that provides additional educational opportunity without cost and without loss of income.

Dedicated trade union leaders need new knowledge to cope with the expanding size of unions and the changing roles and relationships that will result.

Very few of the millions of new workers who have entered the labour movement since the last significant wave of union organization in the 1930s and 1940s know anything about the social, economic and political developments that led to the situation in which they find themselves today. Unionists have to learn the practice of unionism, the meaning of industrial democracy. They need a grasp of parliamentary procedure, union administration and grievance procedure.

Union leaders must learn how to communicate imaginatively with the rank and file, how to compete

with television so that members will be motivated to attend meetings, serve on committees, and understand the union's position on inflation, civil rights, and legislative programs.

Some of them must face a growing obsolescence of the old functions of stewards and learn the new tastes of "community stewards" who serve the local community as a whole rather than merely their fellow trade unionists. They have to learn how to organize white-collar and professional workers.


...the efforts of organized labour to provide educational opportunities for workers have generally been limited by the financial drain on its resources

In the face of these growing needs, the efforts of organized labour to provide educational opportunities for workers have generally been limited by the financial drain on its resources. Unions have therefore begun to take very seriously the attainment

of educational opportunity and manpower development programs through collective bargaining with employers.

Many are including in their wage package demands a contribution of a given number of cents an hour to a union educational fund to be used for experimentation and innovation designed to increase the educational opportunities available to workers.

Public and private resources in Canada are sufficient to ensure that no worker need be condemned to spend the rest of his days in a particular job because of limited education. No union representative should lack the education which he needs to understand the economic, social, and political problems facing his country and the modern world.

University labour educators bear the responsibility for developing basic, intermediate, and advanced courses that will afford an opportunity for workers to participate in a long-term labour education program including degree courses and post-graduate, in-service professional training programs within the labour movement. This effort will have added meaning and greater prospects of success if it can be made in fruitful co-operation with union labour educators. 

ARLEC is helping things happen in the Maritimes

by Mark Alexander

Some interesting things that are happening at the Atlantic Region Labour Education Centre should help shape the future of the labour movement and of industrial relations in the Maritimes.

Established four years ago under the auspices of the Atlantic Development Council, ARLEC is designed to provide French and English educational opportunities for labour leaders and union members from the four Atlantic Provinces. Funding for the centre is provided through the Department of Regional Economic Expansion (DREE), with the responsibility for the program being provided by a board made up of the presidents of the four provincial federations of labour, the director and one other representative from the extension department of Saint Francis Xavier University as well as the regional director of education for the CLC and a representative of the Atlantic Development Council.

Responsibility for running the centre falls on Ed Murphy, program co-ordinator and a member of the staff of the extension department of Saint Francis Xavier University. Interestingly enough, the funding for the centre would never have been made available had DREE not planned to spend money in the region on management education. Observant union leaders felt that labour deserved an equal opportunity for advancement and petitioned the federal agency to

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provide them with funds to run their own school.

In planning the centre's program, the board's intentions were originally to simply "raise the water level" amongst union members and leaders in the region by providing them with a sampling of ideas and knowledge from various disciplines. However, realizing that resources were limited and that the population they were dealing with was quite large — 216,000 union members organized into 1,400 locals — a more focused approach was needed. Similarly, because most of the unions operating in the region already ran their own educational programs in specific skills such as grievance handling and contract negotiation, it was felt the course content should stay away from those areas that are legitimately considered union responsibility.

Given these two boundaries to work with, ARLEC has developed a program which, although general in content and direction, provides the student with enough specific skills development that participants go away with the feeling that they have learned something that does have carry-over value in helping them deal with "back-home" problems.

How does the ARLEC program work? It is broken into two, 2-week modules. The first is directed toward the development of *individual* leadership skills within each participant. The second module is directed primarily toward developing the ability of the individual to work better with other people in group situations, or *team* leadership skills. In the words of one participant:

"ARLEC I builds you up to the point that you leave here full of vim and vigor, ready to conquer the world *on your own*. ARLEC II breaks you down so you realize that you *need other people*, to conquer the world and then shows you how to work with those other people."

The first module has been operating since the start of the school and has successfully graduated some 500 students. The second module, for which the planning began in 1975, was run last winter with 30 "ARLEC I" graduates.

The typical Level 1 program starts on a Sunday evening, with all the participants meeting at the Coady International Institute on the Saint Francis Xavier campus, for an introduction session. The tone of the whole two weeks is set in this first hour. All 30-odd participants are seated in a large circle and then asked to stand individually in front of the others and say their name, which is repeated aloud by the whole group, several times.

Slowly, the group works around the circle, stopping at intervals to allow selected individuals to run over, out loud, all the names of the people who have been introduced to that point. By the time the last person is reached, all the participants know each other's name, often where they are from and their union affiliation. The message is, however, that participants are going to have to get up, in front of their fellows, speak and be spoken to. For many, this is the first time they have ever stood and spoken before a group of people. From this rather modest but involving beginning, the two weeks proceed, placing more and more pressure on the individual to perform in particular situations.

Typically, the activities in the first week include sessions on problems of the Atlantic economy, trends in collective bargaining, social reform, poverty in Canada, alcoholism and the role of the union, union structure, business unions, leadership dynamics and television interviews. The second week includes sessions on productivity, labour's social role, leadership dynamics, utilization of the media, community organizations and federation of labour presidents' meetings.

Topical areas such as the economic problems of the Atlantic region or trends in collective bargaining are dealt with by outside speakers who come from a variety of areas, academic, government or the union movement itself. In addition, there are simulations of real-life situations that a union leader might run into — such as a TV interview — as well as simulations of real-life circumstances of importance, particularly community affairs and community organizations. In these exercises the participants assume the roles of members of community organi-

zations or have to play the role of a union leader responding to a TV interview.

The main activity throughout the two-week period, however, is developing leadership skills in the participants. Under the guidance of John Campbell of King's College, members of the class explore parts of their own personality which in most cases they never knew existed. Through a series of Dale Carnegie-type exercises "John Hugh," as he is affectionately referred to by everyone, forces hardnosed

The main activity in ARLEC I is developing leadership skills

construction union bosses to learn to "cry like babies" and mild mannered food processors to "scream blue murder," all the time getting them to look at themselves and some of the potential they have as individuals. By the end of the two weeks the students go away with the sense of self-confidence necessary to deal with most of the problems they have to face in their home-union situation.

"ARLEC II" has been introduced in the past year in response to the growing number of requests from "ARLEC I" course participants for follow-up on many of the topical areas covered at the first level. Similarly, it was realized that the heavy emphasis being placed on individual development and individual performance might be having some detrimental effects on a few union locals, for as one participant put it:

"Having this dynamic gung-ho individualist come crashing back

into the local situation is often not the best thing for group cohesion. Some members were taking a backseat to the ARLEC grads."

Basically, the rationale behind the design of the Level II course is that if union leaders are called upon to carry out individual activities such as talk to reporters or make public speeches they also have to work on safety committees, grievance committees or negotiating teams. Therefore, an understanding of their own behavior in a group situation is equally as important as an understanding of their own potential as an "up front" leader. The emphasis in the second course is on understanding the requirements of effective group dynamics and leadership requirements within the team rather than individual context.

As with ARLEC I, participants arrive on a Sunday evening and go through the large circle introduction session familiar to them from the first course. However, similarities end there. The next five days see the participant working with a group of six or seven other individuals on a series of exercises and problems directed toward helping the group members learn to behave and act more like a team and less like a bunch of outspoken and often forceful individualists. Again, topical areas are covered, such as learning to understand financial statements, and undertaking an analysis of the types of power used in union organizations. These topical areas, however, are dealt with in small group situations, with each group stopping periodically to examine its progress as a group and analyzing whether or not they are behaving like a team or more like individuals forced to work together. Through these periodic "critiques" of group process, which are assisted by

video-tape playback of the group operating, participants begin to experience what it is like to be a member of an effectively running team. For many, the playback either through the use of video-tape or from other members of their group reveals aspects of their behavior of which they were not aware. However, these aspects, rather than being those of individual potential as revealed in the Level 1 course are of how that participant affects his or her group's performance.

By the end of the first week, most of the participants are convinced that changes are needed either in themselves or in their home situation, and each makes a commitment to their group that they will make changes after the course is completed. The commitment is a real one in that it is made by an individual to the other members of the group with whom she or he has been working for the past week. The bond between team members is strong and therefore, the commitments are not made lightly.

The second week of Level II follows a pattern similar to Level 1, with a series of topical areas being covered by outside speakers or through real-life simulations.

There might be some who could argue against both the reasons for having the ARLEC program as well as the nature and content of the program. Educational programs are traditionally measured on the contribution graduates make either

to industry, government or society in general. Using this criteria, ARLEC measures up. Its graduates are making contributions not only to the labour movement but also within their own communities.

The emphasis in ARLEC II is on understanding the requirements of effective group dynamics

On an individual level, the ARLEC program is helping. Within our society we are prepared to spend millions of dollars each year providing facilities and services for post-secondary education. Despite the myth of universality, the major beneficiaries of these services are the young single members of the middle-class who inevitably graduate and go on, in many cases, to assume managerial positions. The people who attend ARLEC are not necessarily young or middle-class, they are working-class people with families, and they have not had the opportunity to participate in post-secondary education, in many cases through no fault of their own. To allow them the opportunity to further their development is certainly not asking too much. If anything, the question might be raised as to whether enough is being done.

Harder to measure is the benefit of

the enthusiasm the course generates amongst the participants. When a man like big Jim Orr, a tough-talking longshoreman from St. John, is prepared to sacrifice two weeks of his own holidays to come to ARLEC because the company would not give him leave, or when a group of eight union people work until eleven o'clock at night or straight through their lunch break in order to solve a problem, then you know that people appreciate what is happening to them.

There are spill-over effects. Many of the participants come from geographically-isolated areas, one-industry one-union towns where they do not have the opportunity to meet with other union people and share ideas and information on what is happening in the labour movement.

However, the greatest benefit from ARLEC is that it is doing just what it set out to do — "raise the water level." For not a little bit of the problems that plague industrial relations in this country might be attributable to the fact that a very definite disparity exists between the educational qualifications, attainment and exposure of the average management representative and members of the union movement. Needless to say, all our industrial relations problems are not going to be solved by providing leadership training for members of the union movement, but it is a step in the right direction. [g]

A Manitoban approach to labour education

by Marc Zwelling

Despite the growth of education budgets across countries and the expansion of post-secondary school facilities, adult education is beyond the reach of most workers.

The reasons are simple. Workers can't afford to leave jobs for long periods of time. Even the most highly motivated find it impossible in many cases to match school hours with shift-work schedules. Shift work rules out night schools, the traditional time for adult education.

Two years ago the Manitoba government, at the insistence of the Manitoba Federation of Labour, agreed to investigate the special education needs of working people. When governments usually want information, they pick experts. A typical study of worker needs for education would be expected to include several professors or consultants who, the governments could assure the people, would make every effort to consult the workers about their feelings.

Manitoba broke the rules right from the beginning. Instead of expert consultants the government picked 10 men and women who were workers in meat packing, retail stores, mining, foundries and baking. They were called the Informal Working Group. These workers were asked: what should the government be doing to get people out of dead-end jobs and

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give them more opportunity? What do workers need to escape the grip of poverty because inadequate skills and training keep them in low-wage jobs?

Soon, Manitoba's Department of Colleges and Universities Affairs Minister, Ben Hanuschak, got the answers. The 10 workers, recruited by the federation of labour, spent two months interviewing hundreds of men and women at plants, offices and mills.

The responses to the group's questionnaires and interviews were frank. Most education at university level was simply not available because some employees even lacked high school degrees. Many had been forced to leave school at an early age to get jobs and support families. Some lacked the knowledge of English to advance where they worked or to learn anything new. The report from mining industry employees said, "The greatest concern was their financial commitments would not allow them to quit working to take the course of their choice." In the meat-packing industry around Winnipeg and Brandon, workers said they had "a feeling of

entrapment, with little hope of advancement."

Not too surprisingly, some employers were worried about their employees' lack of education. Personnel directors complained of high labour turnover and shortages of skilled employees, especially workers with journeymen's certificates. Dairy industry employees viewed apprenticeship programs as cheap-labour pools for the bosses. In one northern mining town one half of the young workers interviewed said flatly they were unhappy with their jobs. Disenchantment, skepticism and despair seemed everywhere.

The Working Group gathered in Winnipeg to make its recommendations. They recommended an overhaul of the province's apprenticeship programs. Worker-management committees should be required wherever employers get federal and provincial money to train employees, the group suggested. The emphasis in provincial education policy for adults should be shifted from classrooms to working situations, and more funds should be made available to enable workers to leave jobs for full-time study without going broke.

Other recommendations included a labour studies centre to develop a college-level program about collective bargaining, labour

history and occupational health. Special programs were recommended to enable workers to get recognition of their time in the "school of hard knocks," with some classroom work to give them the equivalent of high school graduation. More English courses for new Canadians to help them get better jobs and prepare them for additional training were suggested.

"These recommendations sound like common sense," says Ron Habkirk, a member of the United Steelworkers of America who worked at a Winnipeg plant before joining the Working Group, "but our experience as workers ourselves gave the recommendations more impact in the eyes of the government."

Others in the original group included William Miller and William Gracie (Retail, Wholesale and Department Store Union), Gary Paulin and Gina D'Ottavio (Retail Clerks' Union), Don Paley and Ewald Schentag (Canadian Food and Allied Workers) and Murray Smylie, Jay Cowan, and Al Rivers (Steelworkers). Added later to the group were Joanne Thibault and Kathy Marshall of the Canadian Union of Public Employees. A year's budget for the group is less than \$25,000.

The group credit their rapport with other workers for their success in making Manitoba's government listen. In the eyes of the government there was no gap between the working people of the province and the advisers. Right away some recommendations turned into action.

At Winnipeg General Hospital 40 non-medical employees were enrolled in special English courses. The hospital paid the wage bill while the student-workers went to classes. At

Westeel Rosco, a manufacturing plant in Winnipeg, 20 employees and supervisors took a special safety course. The Manitoba government and the company split the cost of wages 50-50. Injuries in the plant have declined 80 per cent since March, when the course was finished.

Adult education is beyond the reach of most workers

Most exciting of the programs recommended by the Working Group is the high school equivalency course. In the past year more than 100 have passed the course at Minnedosa in the south, and at Lynn Lake and Leaf Rapids in the north. Getting high school credit to these people opens new roads for their futures, says Jay Cowan, an original member but no longer part of the Working Group.

"No one had really bothered before to ask the workers what they wanted or needed," says Cowan, a former miner. "There had been a bushel of reports and recommendations, but most of them were little more than the fantasies of academics who spent eight hours a day behind a desk."

Sherritt Gordon Mines, the chief employer in Leaf Rapids and Lynn Lake, shared the costs with the province to support the workers' program. Each put in \$5,000. The original concept of no loss of pay for school time didn't fit the 24-hour continuous operating schedules of mines and mills, so Sherritt and the government paid the workers an hour's pay for every hour spent in class. There were 20 classroom hours. Classes were held at night and during the day to

accommodate shift workers. Some residents who didn't work at the mines also applied. The classwork prepared the worker-students to take Manitoba's General Educational Development tests, or the GED. Graduates say it's not necessary to cram facts and figures since the test is more general.

A Lynn Lake miner, Pat McLaughlin, helped promote the GED classes. Only two of 60 who took the first courses in early 1976 failed the GED test. Says McLaughlin, "This should not be taken as an indication that the course is an easy one. Those who enrolled completed it through determination and work. Anyone can with an amount of ambition, determination and a willingness to work." The encouragement of Sherritt Gordon Mines, and the company's financial assistance, helped. A Sherritt personnel officer quoted in a Working Group report: "Our philosophy is that continuing education for adults is a necessity."

Manitoba broke the rules right from the beginning

Some managers consulted by the Working Group weren't so enlightened. Some feared that "smart workers" would use their new-found education to demand higher wages or leave for better-paying jobs. The Working Group advisers admit that giving workers more mobility in the job market is the reason for the Group's existence, but at Lynn Lake, Pat McLaughlin said, the company benefits, too. "The companies' interests are simple: a sensible desire to help employees get their



Manitoba's universities' minister, Ben Hanuschak (wearing hard hat) joins two recent Steelworker graduates of a safety program at Westell-Rosco Winnipeg, sponsored by the Manitoba Department of Colleges and Universities. Far left is Gordon Hodgins, president of local 3276. Beside him is Ron Habkirk of local 4297, a member of the province's worker training and education program.

education and through this education have the opportunity and initiative to gain certified trade positions or simply be better able to comprehend certain facets of their work." McLaughlin argues that opening more avenues for advancement will serve to curtail labour turnover in isolated towns like Lynn Lake.

One of the pioneers of the Working Group was former Manitoba Federation of Labour president Len Stevens, a Steelworkers union official. He lobbied the provincial government to organize the Working Group and had a hand in picking the participants.

"I give the government all the credit in the world for having the imagination to do something unprecedented like this," says

Stevens. He adds that the federation of labour will have to keep up the pressure to get the remainder of the Working Group's recommendations implemented. The Labour Studies Centre, for instance, would be unique, though one was proposed by the New

"No one had really bothered to ask the workers what they wanted or needed, before"

Democratic Party government in British Columbia shortly before it was defeated in the 1975 elections. The institute would promote understanding of organized labour, something Stevens and other

union leaders in Canada feel is urgent.

The Working Group has told Hanuschak that the university system and many of its programs are "inappropriate to the interests and needs of working people and yet are financed from the taxes paid by these same people." Instead of serving what the federation of labour believes is an elite slice of Manitoba society, the university system should be tailored to workers' needs.

Unions will also have to do more at the bargaining table, Stevens recognizes. Last May's Canadian Labour Congress convention endorsed a lengthy resolution calling on affiliates to bargain paid education leave so union members can go to school while still protecting their seniority, job security and pensions where they worked.

The Working Group also says the primary schools ignore labour's past and its role in the country's social and economic life. The Group has recommended a crash program to help teachers and school boards develop teaching aids and to bring experienced unionists into more classrooms as lecturers and teachers. The Working Group is continuing and recently hired a full-time director for the worker training and education program, a miner from Thompson, Mike Geravelis.

As advisers, the Working Group members are unique in Canada. Unique, too, is their government, which had the instinct to break the aged mold of bureaucracy and do something different. Manitoba's workers are grateful for that. [g]

Union education at the crossroads

by Dieter Schächhuber

Although major Canadian unions and other labour bodies have been engaged in education activities for a long time, a study conducted for the CLC in 1973 shows that only 16 per cent of all affiliated unions have education departments with full-time staff engaged in ongoing programs.

The CLC, provincial federations of labour, and some district labour councils engage in education activities but reach only a small number of members on a very selective basis.

Education programs are the only means by which union members can learn about their unions. It is surprising that Canadian unions have made only very limited efforts to educate and inform their members about their rights and responsibilities, about union principles and the role of labour in society. This might be explained in part by a lack of resources, and also by the traditional concern of unions with bread and butter issues. Most financial resources are committed to the collective bargaining effort and to problem solving at the work site, and education services are often the first victim of austerity measures when economic circumstances worsen.

But a lack of education programs is not the only problem. Obsolescence must also be contended with. The types of programs generally offered are becoming increasingly inappropriate.

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The emphasis is generally on tradition rather than innovation. Education too often is a vehicle for the maintenance of the status quo and too infrequently helps members cope with change. Teaching tool subjects, such as grievance handling, steward training, collective bargaining, and the conduct of meetings is not wrong, but it is not enough. Moreover, teaching methods are rarely in tune with modern adult-education principles and are only coincidentally tailored to achieve clearly defined goals.

This traditional approach is the result of a number of developments. Unions have a preference for hiring "their own," presumably because a strong philosophical commitment to the employing union is considered essential, and because union skills — organizing, bargaining, problem solving — need to be learned through practical experience. This concept works fine in the case of service officers, negotiators, and problem solvers, but it is inappropriate in the case of educational staff. Thus, previously active union members and officers may fill responsible positions in education departments without being trained, experienced or interested in education, educational research, program development, or adult training. Since previous loyal

service is often a prerequisite, such staff are often loyal to the established order, have a preference for maintaining the status quo and may not fully understand the education needs of the membership at large. As a result, they act less as educators and more as defenders of the status quo desired by union leaders. A further problem lies in the selection of participants in union programs. Courses are frequently considered a reward for past loyal performance, not the path to improved future performance. Members of long standing, often part of the power structure, predominate in many programs, again leading to an emphasis on tradition rather than innovation.

In sum, union education in general has achieved only limited and sometimes questionable goals: the dissemination of information to the general membership, the training of a limited number of select members in union skills, and the advocacy of the traditional union views held by elected officers. Consequently, the new challenges faced by unions and their members have not been met, and the dialogue between members and leaders has not been improved by union education.

These criticisms raise some important questions. Is it in the interest of unions to conduct more effective union training? If so, are unions capable of providing such

training? These questions were answered in the affirmative by the Public Service Alliance of Canada. The Alliance leadership realized that the gap in communications and understanding between members and the leadership could not be narrowed through an education effort which was mere window dressing. It had also become clear that a complex organization of more than 170,000 members could not be run autocratically from the centre if a democratic union was to be maintained. Leadership potential had to be developed at all levels of the organization, awareness had to be increased, participation had to be improved. This could only be achieved through an innovative approach to education.

In the Alliance, as in other unions, tool courses alone had done little to alleviate the typical problems faced by unions. So Alliance leaders and staff set out to change education within the union. The first step was a commitment by the elected officers at the centre to give education a new priority. The second was a substantial financial commitment. The third step was a change in staffing policy for the education division. Outsiders with interest and experience in adult education were brought in. They had no political debts to pay, no obligations to anyone, and had no stake in maintaining the status quo.

The stage was set and the new staff could set to work on two broad goals: to determine the most serious problems that an effective education program might solve, and to design a program, or programs, that would eventually solve these problems.

Little imagination was needed to identify the most serious problems. They seem to be common to most major Canadian

unions: lack of a generally accepted philosophy, membership apathy and alienation, lack of participation in union affairs at all levels, diminishing democracy and a widening gap between members and the leadership.

The types of programs generally offered are becoming increasingly inappropriate

Obviously, these problems are not only a matter of poor skills and knowledge. They are rooted in attitudes and behaviour. Therefore the main goal of any new education program has to be attitude change, from pessimism to optimism, frustration and apathy to self-sufficiency and action, an ambitious goal indeed. To achieve this, the education division designed the "union development program," consisting of four progressively more complex and more challenging levels of four to six days intensive participative learning. Breaks of one to two months between levels allow participants to apply previously-gained knowledge. During these periods they also learn to recognize and solve increasingly complex problems as their knowledge, confidence, abilities, and commitment increase.

By the end of the fourth level, participants are expected not only to recognize problems, but also to have the ability and willingness to deal with them. They are expected to provide service and information to fellow members, to provide input to the collective bargaining process, to be involved in union politics on the local, regional, and national levels, to activate and

revitalize the organization at all levels — in short, to help create a viable union organization in tune with the needs of the membership.

To achieve this, close attention must be paid to three major areas of concern: selection of participants, course contents, teaching methods, and instructors' attitudes.

The program is aimed at members who are willing to be active, to make an effort to improve their own situation, as well as that of fellow members. It is difficult to predict future attitudes and actions, but past and present behaviour is often a reliable indicator of things to come. In the selection of course participants, attention is focused on newer members, or on members who have recently become active but lack experience and knowledge. This does not necessarily mean that members of long standing are excluded, but their actions must indicate that they are willing and able to make a contribution to the welfare of fellow members. All prospective participants are informed that the success of the course will depend on their own contribution and active participation.

The average course day is often 12 hours of intense participation. The course leaders, at their discretion, screen participants for lack of participation, effort, progress, and responsibility. After all, the program is financed through membership dues and must be worth the investment. It's clear that hard work is expected.

Few members who are only looking for a good time, or a reward for past efforts, volunteer their participation. In general, the calibre of participants is very high. They work hard on the course and in running their union.

These selected standards clearly are an attempt to attract the younger, often least-satisfied members who feel that they are outside the mainstream of union affairs. They may feel frustrated by their inability to cope with problems, by their lack of knowledge, and by their alienation from an unchanging, complex and impersonal organization. Without help, they are likely to become even more apathetic, or their frustration will lead them to work against their union and its goals.

Education too often is a vehicle for the maintenance of the status quo and too infrequently helps members cope with change

Such members are not satisfied with the basic tool courses, and they expect a more innovative approach. It is now generally agreed that students who sit passively, listening to a lecture, watching slides or movies, will learn passivity. If they are active and decisive in dealing with the course material, and if their own input and solutions count, they will be active and decisive.

Hence there is a great emphasis on active participation in the union development program. Instructors' attitudes are very important for success. They must help participants to identify problems and to seek their own solutions rather than being concerned with timetables, control, and "covering the subjects." Course participants decide which topics need to be emphasized and frequently determine how they will approach the subject matter. Timetables are flexible and up to the participants.

Instructors act as resource persons and animators, and pose rather than solve problems. They suggest topics based on a flexible outline, but do not interfere unnecessarily with natural group dynamics.

The program was started as a pilot project in 1975 and has been run twice, to date. During these first two years, feedback from participants has provided new ideas about course contents, teaching methods, instructors' techniques and attitudes, and follow-up. This feedback is based on course critiques from participants at each level. There are no tests or examinations. Rather than traditional student assessment by instructors, the program and the instructors are evaluated by participants. The feedback has shown that there is a fairly strong consensus on topics and teaching methods. There is a clear preference for active, participative learning, which stimulates interest, and develops problem-solving skills, leadership potential, self-help, individual self-expression, and greater confidence among participants.

Course content, based on past experience, is arranged in order of increasing complexity. The first level deals with the most concrete, factual, and familiar subjects. It is similar to basic tool courses in which membership servicing, grievance handling, collective bargaining, and similar topics of local concern are taught. At the first level, instructors exercise considerable control and provide much of the input. Each day, however, involvement by participants is increased through workshops, discussions and other activities.

Level two starts with a short review of level one and problems encountered between levels. (This review is also part of levels three

Teaching methods are rarely in tune with modern adult education principles

and four.) It then turns to union leadership, organizational problems, and union politics and democracy at the local level. Participants may be familiar with these topics, but they rarely have an opportunity to exchange ideas, express opinions, and develop policies in such an informal and co-operative setting. At this level, more of the workload devolves onto participants.

It is very important that they express their personal values and opinions on these questions. Through discussions and exercises they gain new insight into group decisions, leadership qualities, human relations and local political activities. From these exercises they improve their own skills as union leaders and develop a new commitment to their locals and fellow members. A previous lack of ideas and solutions and the resulting frustration and apathy are replaced by a new spirit of optimism and confidence. Instructors act primarily as group facilitators, by posing problems, organizing workshops, and chairing debates. Only occasionally do they need to provide factual information or re-direct the group's efforts. Their attention is increasingly focused on individuals who may have problems working in groups or who may find it difficult to adjust to non-traditional learning.

Level three broadens the area to regional, component, and national union politics. (The PSAC is composed of sixteen constituent unions called components.)

Participants deal with constitutional questions, national priorities, conventions, and structure and organization. They also examine relevant labour legislation, and relations with the employer and its agencies. Instruction techniques vary but again participants establish priorities for the Alliance and find means through which these priorities can be expressed. This level familiarizes them with Alliance activities in Ottawa. This is crucial because communication is difficult in such a complex, nationwide organization. Few members can identify with the decision-making centre in Ottawa and often give up in frustration. The program removes these barriers to positive thinking and action.

Level four deals with union philosophy. Discussions are held on labour's role in society, social responsibility, national and provincial labour organizations. Participants debate the question of political involvement. Many questions are raised about labour's social achievements, future goals, economic power, problems of the unorganized, the minorities, women, and the aged. The level closes with problem-solving sessions dealing with topics from all four levels. These sessions practice decision-making, leadership, and problem solving and serve to illustrate how the horizons of participants have broadened and how much more responsibility they are willing to accept at this

point, only a few months after they started this program.

Up to this point, the program is always a success in the academic sense. Participants express gratitude for the opportunity, cope more confidently with any problems in the classroom, express opinions more freely, and clearly have greatly improved knowledge about their union. But this is not enough. It may be very nice for the instructors, who might feel gratified by these results. Ultimately the expensive training of a relatively small number of people must benefit the whole organization.

Courses are frequently considered a reward for past loyal performance, not the path to improved future performance

Of the approximately 350 graduates so far, more than 250 have been newly elected to local, regional, and national offices. More than 40 participated in one way or another at the 1976 national convention, many at their own expense. Others participated in component conventions.

Many previously inactive, or disorganized locals have become active and more self-sufficient.

Area councils have been revived, committees at various levels have been formed, all by UDP graduates. Most importantly, much greater self-reliance is evident. Locals with UDP graduates are no longer helpless in the face of typical union problems. Many handle their own grievances, some provide assistance in appeals, others have started newsletters and social programs, others have designed their own local information and education programs. It seems reasonable, therefore, to claim that the program has been a success.

Obviously, not everyone will necessarily agree with this claim. The very success of the program has created some negative reactions. Graduates have criticized and challenged the established order. They make new demands and demand greater accountability. They demand to participate in the decision-making process. These new challenges are sometimes perceived as a threat. So far the negative reactions have been limited, however, and have been overshadowed by the positive reaction of Alliance members and officers. The program is likely to continue as long as the results justify the expense.

It is hoped that other unions will examine the Alliance's education efforts. It is in their own interest to create a new generation of active, confident and responsible union members. [g]

Perspectives on inflation

The Canadian Chamber of Commerce has formally gone on record as calling for the lifting of wage and price controls "as quickly as possible." It also says it cannot support the anti-inflation program "as currently structured" but is prepared to support a modified and "temporary" program in the "national interest."

That was the effect of a resolution containing recommendations on controls adopted by the more than 700 delegates to the Chamber's annual meeting in Montreal, Sept. 26-29.

A preamble to the recommendations said that the real earnings of Canadian workers had increased since controls were introduced in October, 1975, but that corporation profits had declined, dividends were "virtually frozen" at pre-control levels, and average manufacturing selling prices had risen at an annual rate of 3.6 per cent.

"The Canadian Chamber of Commerce cannot continue to support the anti-inflation program as currently structured," the resolution, as adopted, said. "However, the Chamber is prepared, in the national interest, to support a temporary control program which would: (a) be equitable in allocating the burden among business, investors, labour and government; (b) encourage investment and job creation; (c) include more effective restraint on government spendings and a reduction in their share of national income by all levels of government."

The recommendations were adopted after the Chamber's retiring president, G.E. Pearson, made a plea for governments, unions and business people to "concentrate on building Canada."

Pearson said business people may be part of the government-spending problem, by pressing for continuation of grants, incentives and subsidies to industry: "We would be wise to take a careful look at our dependence on government assistance of one type or another, and to take steps to increase our self-reliance."

To Pearson, Canada could afford only one kind of power struggle — "a joint effort by all of us to unleash our productive energies and to foresake power bloc manifestos in favour of positive momentum."

That theme was reflected in an address by Judith Maxwell, director of economic policy analysis for the C.D. Howe Research Institute, who asked whether recent bitter and angry confrontations between federal and provincial regions and between government and labour had been the result of double digit inflation, or whether it reflected "an impasse in a more fundamental power struggle among key groups in our society."


Donald Montgomery, secretary-treasurer of the Canadian Labour Congress, said organized workers would not moderate wage demands despite charges that they were "socially irresponsible"

toward lower income groups and pensioners for refusing to "take less."

What happens to the money a union foregoes when it moderates its demands, Montgomery asked. "It goes to the corporation involved, in the form of higher profits, and to stockholders, in increased dividends. It goes for investments, quite possibly in foreign nations..."

John A. Meyer, vice-president of Trizec Corporation, drew attention to the federal government's "contribution to inflation made by the rise in its expenditures."

Statutory and other programs, he said, "have come too quickly and been too generous to be supported by the economy. There has been an implicit acknowledgement of this in the federal commitment to match the current rise in expenditures to the rate of economic growth."

Expenditures by all levels of government accounted for more than 40 per cent of GNP in 1975, compared with 25 per cent in 1948, Meyer observed. "These expenditures were financed by a combination of higher taxes and larger borrowing... From 1970 to 1975 year-ends, federal debt rose from \$25.7 billion to \$37.9 billion, an increase of almost 50 per cent." A significant part of this debt was financed through an increase in the money supply — "at a rate roughly four times faster than real growth in the economy." [See also LG, Oct. '76, p.515] 

Perspectives on productivity

The following texts reflect remarks made by the authors to the 47th annual meeting of the Canadian Chamber of Commerce, Montreal, 1976.

The importance of productivity

by R.E. Olley

The basic concept of productivity is an expression of the rate at which input is being converted into output. Because the underlying concept of productivity is the idea of converting scarce productive resources into useful end products or services, and because these latter determine much of the standard of living, the national level of productivity tells much about the national level of material well-being. Improvements in well-being must be roughly paralleled by improvements in productivity.

The higher the level of productivity and the faster it is growing, the more there is latitude for improvement in qualitative features of life such as conservation, environment, public services and education. Each of these is partly reflective of high and growing national productivity, but each is also importantly contributive to that very same productivity.

Indeed, the current and growing preoccupation with productivity can be thought of as a re-emergence of critical concern about the basic economic problem, namely that resources, labour, and capital are scarce relative to the range of goods, services, public benefits, and qualitative features that we want

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out of life. This emphasis is important and necessary as long as unmet wants, private or public, continue to exist.

At a narrower level, productivity improvement is important to an industry because it determines that industry's competitive ability and profitability, as well as its ability to pay good and improving wages to its employees. Some industries, domestic or foreign, are always improving their productivity: through technological improvements, organizational and managerial changes, or new products. For any given industry, improvements in other industries can mean lost markets, lost income, and tightening wages, working conditions, and profits — unless the industry in question is

An absolutely critical objective has to be to innovate, to economize, and to streamline

also improving its productivity. Thus, quite aside from the social value of productivity gains, they are necessary to preserve and improve healthy economic and working conditions within any given industry.

At the most general level, productivity could refer to the rate at which labour, materials and capital are being converted into goods and services ready for final consumption. At an intermediate level, it may refer to the rate at which capital services and labour are being converted into sales. Narrow uses of the concept could refer, for example, to rates of sales per square foot of floor space, or to numbers of units of product per man hour.

Common to all valid uses of the concept is the measurement of the ratio of valuable or desirable outputs to scarce and costly inputs. Each method of setting up the ratio is suited to a different dimension of the fundamental economic problem of society, namely that desirable goods and services require the use of scarce and costly inputs that have to be economized as much as possible.

Usually, it is changes in productivity, or comparisons of productivity that are measured, because

absolute levels tend to have little meaning and to be inordinately difficult to measure. When measuring productivity, it is critical, before the calculations begin, to determine why it is being measured. Though the underlying concept is the same for all productivity measures, different types of measures have different applications and meanings.

Thus the measure should be tailored to the particular facet of production, selling, or servicing, that is of interest. That done, the remainder is by and large technical. Complex though the measuring process may be, the key is a clear definition of the function of the measure; the economists and statisticians can then produce and interpret it in most cases.

Measures of performance tend to be developed which directly involve the assessment of the rate at which some input is being converted into an output. Carefully used, these measures can dramatically increase productivity and have done so in all cases where measurement has been applied. This kind of control need not affect adversely the quality of work life. Finally, as a guideline to measurement and control, the concept of productivity helps to set and assess objectives for the future by providing a framework within which fairly precise views of what might be expected can be formulated.

At the very narrowest level, productivity gains, measured by narrow indicators like sales per employee or per foot of space, tons per shift, miles per gallon of fuel, and so on, are of key importance. When properly used, these indicators provide workers, managers, and owners with a means of determining what productivity gains are being

Improvements in the quality of life and in the workplace can only be achieved through greater productivity

achieved. Thus, these kinds of gains indicate the points for control and initiative by workers or managers.

Productivity and its improvement are critical to the maintenance and improvement of the health of the firm. A continued and pointed emphasis on productivity provides the most effective touchstone against which to review all activities within the firm. It also provides a guideline to a system of control measures and procedural change that is consistent with the ongoing health of the firm.

An absolutely critical objective has to be to innovate, to economize, and to streamline. Without these, the firm stagnates, often by such imperceptible stages that by the time the problem is recognized it is too late because the required changes are too massive or because other firms are too far ahead, or because the customers are too fed up and have taken their patronage and sympathy elsewhere.

At the national level, a clear focus on productivity is required for a number of reasons. Most importantly, increased production of goods and services, along with improvements in the quality of life and in the workplace can only be achieved through greater productivity. More specifically, the mounting Canadian deficit on the balance of trade creates a number of side effects. Among them are increased pressure to export raw

or semi-processed materials, mounting capital inflows from other countries, slow growth in Canadian technology, ready importation of foreign inflationary pressures, ready vulnerability to foreign supply fluctuations, and many others. These represent an accumulation of problems that, in total, are of very serious proportions in respect to Canada's valid national objectives.


Preoccupation with productivity at the national level could lead to improved co-ordination of legislation and governmental practice, and to procedures to make sure that production is not unnecessarily retarded. It could also lead to the extended development of programs that would make the inevitable adjustments to a changing economy not only easier, but perhaps even welcome. Productivity improvement must be deliberately pursued, yet we cannot get much of it without deliberate and co-ordinated effort, with business, labour, and government working in close harmony.

It is perhaps appropriate to look briefly at whether the pursuit of higher productivity means working harder or thinking "smarter," as one strand of popular discussion wants to emphasize. In my view, it is exclusively neither and more than both. Productivity gains stem, for the most part, from new technology and organization. In order for these to occur, both managers and workers have to be flexible and diligent in seeking new ways to cut costs, improve products, or improve the working environment. Far more important, however, is the need for co-operative, dedicated, and good humoured effort on the part of workers, managers, and government to make sure that there are not excessive numbers of net losers, and the need to ensure that

the benefits are equitably shared by workers, owners and consumers. This is a task to which too little attention is usually paid.

Productivity is so important to Canada at this time that a recent two-day seminar of the Ontario Engineering Advisory Council

devoted completely to productivity reached a whole set of recommendations concerning productivity. Among them: the formation of a National Centre for Productivity through which representatives of government, labour, management and technology can contribute usefully and effectively to the

development and inculcation of new philosophies and mechanisms for productivity improvement. Each of us as individuals can do much to improve our productivity. But we can do much more if a national effort is co-ordinated and ideas are widely exchanged on matters narrow and wide in their scope. 

Canada's performance

by Ronald D. Southern

For the manufacturing industry, labour is the primary cost factor in production. Employee compensation accounts for 75 per cent of value added in the manufacturing sector of the U.S. and Canada.

Growing concern that Canadian products are being "priced out of world markets" is related to the widely publicized fact that wage settlements in Canada during 1974 and 1975 doubled those in the U.S.

Canada has allowed productivity improvement to be absorbed in cost increases rather than significant price declines

From June 1974 to June 1975, average weekly wages in Canadian manufacturing increased by 18 per cent, while in the United States the increase in the same period was less than 9 per cent. This had a resultant detrimental effect on unit labour costs, which increased faster in Canada than in the U.S. between 1970-74.

From 1970-73, a period represent-

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ative of current trends, unit labour costs in Canadian manufacturing (in U.S. dollar terms) increased at double the rate of increase of unit labour costs in U.S. manufacturing — in other words, 4.5 per cent against 2.2 per cent.

Canada's average yearly productivity increases almost doubled those of the U.S. in the 1960-74 period (4.0 per cent against 2.6 per cent). Our greater productivity gain should have helped to reduce our unit labour cost of production compared with the U.S., and hence to strengthen the long-term basis for better competitive capabilities. However, the statistics indicate the opposite. Canada has allowed much of this productivity improvement to be absorbed in cost increases rather than significant price declines.

During the past several years, the differential between wage levels in manufacturing industries in Canada and the U.S. has steadily diminished, with the average level of Canadian wages in manufac-

turing equalling or exceeding the average wage level in the U.S. The trend has not been offset by sufficient increased productivity and favourable unit labour costs.

...more and more of our resources are being diverted from productive work into government bureaucracy spending

The federal finance department in its annual economic review for 1975 pointed out that our wage increases continue to jeopardize the country's future international competitive position. Also, it placed some of the blame on governments for sharply higher wage increases for public employees during 1975 (average base wages increased 14.2 per cent for private sector workers against 18.4 per cent for public employees).

In 1975:

- Canadian merchandise exports accounted for 21 per cent of GNP.

- The U.S. market accounted for 65 per cent of total merchandise exports.

- More significantly, more than 80 per cent of all Canadian end-products (finished goods) are exported to the U.S.

- It has been estimated that one of every two jobs in all of Canada's goods-producing industries depends directly on Canada-U.S. trade.

- Canada, with a relatively small domestic market, must export in order to attain productivity gains. It is recognized as one of the most export-intensive countries in the world. Canada exports 23 per cent of its gross national product. However, only half of Canada's exports consist of manufactured goods, which account for 94 per cent of Japan's exports, 88 per cent of Britain's, 71 per cent of France's, 88 per cent of Germany's, and 66 per cent of the U.S.' exports.

- The price and cost competitiveness of Canadian industry is already affecting Canadian living standards relative to those of other industrial countries. A few years ago (1960) Canada's standard of living was second only to that of the U.S. A recent Hudson institute study now rates Canada *eight* in terms of average real disposable income. Furthermore, if present trends continue, it will fall to eleventh by 1985.

In the final analysis, it is Canada's productive performance and its unit costs of production that will determine its fundamental international economic position. One piece of bad news is that more and more of our resources (both human and monetary) are being

Changes in labour costs and profits per unit of output

	(Percentage change year to year)			
	1972	1973	1974	1975
Real GNP				
Real GNP	6.0	6.9	2.8	0.2
Labour productivity (output per worker)	2.7	1.6	-1.5	-1.7
Labour compensation	11.5	13.4	16.9	14.0
Labour cost (per unit of output)	5.1	6.1	13.8	13.8
Profits (per unit of output)	16.5	25.6	23.9	-3.1

Source: Statistics Canada

Hourly compensation (manuf. sector)

	1970	1974	1975 (mid-yr.)
Canada	3.46	5.50	6.20
U.S.	4.20	5.56	6.22

Source: Citibank Money International May 1976, Vol. 4, No. 4.

diverted from productive work into government bureaucracy spending. A fifth of the Canadian workforce comprises persons on the public payroll — about two million persons. Around 45 per cent of gross national expenditure is accounted for by government.

How do we restore the country to economic health and to a more sustainable attitude? By reducing taxation by at least 50 per cent for all productive workers in primary

and secondary industry; making the choice for government programs on a tough-minded basis of what are the priorities; and limiting or eradicating many public services. They function poorly in any case, with a cost effectiveness often of less than 10 per cent. There is indeed much evidence to indicate that the marginal productivity of new employees in the government and government agency sectors has for some time been negative. [9]

A non-statistical view

by William Dodge

Statistics on productivity, particularly international comparisons, are both unreliable and open to very subjective interpretation. It is a pity that there is not a universally accepted index of productivity.

Another problem is the common use of the average. All of the ratios produced include marginal as well as highly efficient operations and plants in various stages of maturity. Capital-intensive and labour-intensive industries are thrown into the same pot. Different work weeks are included in some indices, and varying degrees of skill and training are usually ignored. On the international level, differences in the composition of industrial complexes, in resource availability, in economic trends reduce comparability. All this is complicated by the possibility of frequent revision of the basis of measurement.

Therefore, rather than rely on statistical data, I would like to turn my attention to the principle and policy side of the issue of productivity, and perhaps draw some conclusions that might be kept in mind when trying to interpret the statistics which confront us from time to time.

Four propositions contained in the Third Annual Review of the Economic Council of Canada are:

- Growth of total output and income has two basic components — growth of employment and growth of productivity.
- Productivity growth is a measurement of the contribution

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of many factors, including capital, technical progress, and improvement in skills and training of the labour force.

- Because of productivity growth, it is possible for wages, profits and other incomes to undergo a sustained rise without any increase in the general price level.
- Whatever happens to prices, productivity growth is what mainly determines the rate of rise in real incomes per head of population.

The Council called these propositions "truisms which cannot be too often repeated," but warned that "the one great danger about them is their beguiling simplicity." It pointed out that determination of prices is not a "one-way street, running from costs to prices," and that these propositions say nothing about the rule of demand, the effect of external pressure on domestic prices, or the effect of areas where productivity is almost impossible to measure, such as education.

A more general proposition to which most of us can subscribe is that a steadily rising standard of living for all Canadians, together with full employment and reasonable price stability, is only possible through increases in productivity. At a time when inflation is our most serious problem, it is becoming clear to both labour and business that productivity improvement must be

achieved, to counter upward pressure on unit labour costs and to maintain Canada's competitive position in foreign markets.

The position of labour is understandably ambivalent. Leaders of unions are generally aware of the importance of productivity but stipulate that workers obtain a fair share of the proceeds. A United Steel Workers pamphlet written by Harry Waisglass in 1966 expanded on this theme, stating, "Any incomes policy that restricts future wage increases to past productivity performance without similarly restricting profits and other incomes results in the freezing of existing income inequities and enlarging them."

In a recent article in *The Globe and Mail*, William Mahoney, Canadian director of the United Steel Workers, said "critical to an explanation of what labour wants is the concept of a fair and equitable distribution of income." The idea has gained currency in some quarters that what is known as "productivity bargaining" might provide some answers, and specifically give unions a degree of responsibility for productivity improvement. This idea has not gained much support among unions mainly because they fear wage gains might become totally dependent upon measurement of productivity increases. As one union leader has said, "Employee acceptance of changes in productivity methods hinges primarily on their job security and pay." I see some future for genuine bargaining as an instrument for settlement of special cases, but there seems little possibility that wage determination can ever be

based upon past or future productivity improvement.

While I agree with the prevalent labour view, I do feel that more attention should be paid by the labour movement to productivity as a positive force in the struggle against inflation and for a more affluent society, instead of treating it as an essentially negative element, the introduction of which must be endured only at a sometimes exorbitant price. Work may have its own virtue, but unproductive work is, in my view, an intolerable burden and a curse to modern man.

There is some merit in the argument that the squeeze on profits is reducing capital investment and crippling efforts to improve productivity, although it seems to me, profits are still buoyant and the supply of capital reasonably plentiful. I think it is possible to establish the fact of productivity increase by a process of deduction. Wage increases result in unit cost increases. As unit costs rise, profit positions can only be maintained by raising prices or by reducing non-labour unit costs of production, that is, by investment in research and development, greater efficiency and improved production methods.

If prices rise unreasonably, any contraction in sales will reduce profits and force the producer to adopt means of offsetting the losses. In theory, therefore, each adverse change in the profitability of a producer must inevitably provoke action to improve productivity. It follows that the mere fact of the survival, expansion and continuing profitability of the vast majority of businesses is incontrovertible proof of a continuous improvement in productivity. A company which 40 years ago might have been heard emphatically declaring it would go out of business if it were forced to pay a

wage of 40 cents an hour to tradesmen, would be delighted to get a skilled worker today at 20 times that rate.

Of course, there are cases where wage or other demands are so ridiculously out of line that no amount of adjustment by management can save the situation. Unreasonable demands, however, are usually dropped early in negotiations, modified as negotiations proceed, or postponed because they are ahead of their time.

Statistics on productivity are unreliable and open to subjective interpretation

I agree with the C.D. Howe Research Institute when it says: "The wage debate of 1975 has focused on the wrong issues. It is wrong to advocate that Canadian manufacturing workers should settle for smaller wage increases simply because their U.S. counterparts have taken a cut in their standard of living as a result of a severe recession; wages paid to Canadian workers must be based on economic fundamentals. Specifically, the major issue is whether Canada has been generating productivity gains that justify the settlements being signed, after allowing an adequate adjustment for the rise in the cost of living."

In conclusion, I would like to refer to a couple of customs, which I believe are massively unproductive. One is advertising. Vast amounts of money, talent and energy are expended on advertising that is unnecessary, misleading, untruthful or downright harmful. Providing reliable information about the availability, quality and price of products is an aspect of the good life we find

useful and necessary, but the avalanche of high pressure and largely false propaganda fed to the public today is, in my opinion, a misuse of skills, talent and money for which I can find little excuse, particularly when I am paying for it in the price of the product.

Another is the business of investigations and inquiries. The process is almost an end in itself. As an outstanding example of this, let me cite the case of Ontario Hydro. In 1973, Task Force Hydro, appointed by the Ontario government, completed a five-volume study of Hydro. Besides that study, Hydro has since been involved in another six public inquiries. Yet on August 27 the Toronto Sunday *Sun* contained an editorial headed "Hydro Inquiry Needed." A letter to the editor retorted that "the only aspect of Hydro's operation that is not being revealed to the public is the untold millions of dollars that these hearings cost." In fact, in 1974 and 1975 alone, hearings have cost Ontario Hydro \$4,730,895 and an expenditure of 436,422 staff hours. Unquestionably, some benefit has been received in return for this expenditure of time and money, but I am convinced that the bulk of it must be put down as a subtraction from the productivity of Ontario Hydro and the economy. I'm sure many of you have had equally unproductive experiences, either through public hearings or through demands on your staff's resources for research information of no conceivable use to anyone. There are undoubtedly other examples.

Let me conclude with an admonition that we cease the useless preoccupation with statistics, manipulated to suit our preconceptions, and concentrate on logical and productive social and economic behaviour and, above all, with social and economic results. [G]

The co-determination question in Canada — some feedback

by Sharleen Bannon

The debate on whether or not "co-determination" is applicable to the Canadian industrial relations system is being hotly debated by many unionists, management representatives, academics, and government officials.

Widespread discussion in Canada was prompted largely by the publication of what has come to be known as "the Connaghan report," after its author, Charles J. Connaghan, vice-president of the University of British Columbia and a former president of the Construction Labour Association of B.C.

Although the official title of the Labour-Canada-sponsored study is *Partnership or Marriage of Convenience*, its subtitle explains why all parties in the industrial relations community have given it close scrutiny since its publication this spring — *A critical examination of contemporary labour relations in West Germany with suggestions for improving the Canadian labour-management relationships based on the West German experience.* (LG, Aug. '76.)

Two recent conferences provide some feedback from the participants in the debate. One, on the theme of labour-management responsibility in decision-making, was sponsored by the Employment Relations Branch of Labour Canada in October. The conference, in Barrie, Ont., attracted 150 unionists, managers, and government officials who

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listened to speakers and participated in discussions on aspects of co-determination and its feasibility for Canada.

Panelists representing a cross-section of the industrial relations community included the president of The Toronto Star, an assistant secretary to the Treasury Board, Ontario's deputy labour minister, an executive vice-president of the Canadian Labour Congress, the secretary-treasurer of the Ontario Federation of Labour, and a social science professor from York University who has edited a book on workers' control.

Keynote speaker, William Dimma, president of The Toronto Star and a former dean of business administration at York University, told the gathering that the adversary approach to collective bargaining is "antiquated and no longer serves the best interests of Canadians."

"The adversary approach to collective bargaining is antiquated and no longer serves the best interests of Canadians."

— Wm. Dimma, president, The Toronto Star

He blamed the adversary system for Canada's 1972-1974 upsurge in strikes of long duration with resulting lowered economic productivity compared with such other countries as West Germany and Sweden.

He listed socialism, high taxes, and government regulation of private enterprise as drawbacks of the Swedish system, which he otherwise lauded for its attainment of almost full employment, model working conditions, and high standard of living. He warned, however, that "because the Swedish system has concentrated on tripartism, there is less room for business and labour to collaborate in any important way except with a strong government presence."

Dimma concluded that the strengths of both the Swedish and West German systems could be blended to formulate a Canadian co-determination model compatible with the mixed enterprise system Canada now has.

Dimma suggested that the key to improved labour-management relations in Canada is "a common concern for the long-run survival and growth of the enterprise shared by management and labour." He said labour over the past several decades has increased its power relative to management and he called on workers to accompany their newfound strengths with responsibility. Dimma suggested that

deciding how labour's power can be used responsibly to influence the decision-making process is the crucial question facing those trying to cure the ills of the present system.

As a partial solution, he suggested a more widespread distribution of share ownership to encourage a closer blending of the best interests of the enterprise and the interests of those who share in the distribution of the wealth it creates. Dimma dismissed contentions that labour uniting with management to further the interests of the enterprise would co-opt the worker against the interests of the union. "Personally, I think this is a weak argument. The role of the union is in no way diminished. The fact that union members receive dividends as shareholders in no way denigrates the role of the union in obtaining a fair share of the pie as a return to labour." He warned that a "labour member added to the board of directors is a sound beginning but if it stops there, it will almost certainly be viewed by organized labour as tokenism and co-option."

He urged management and labour alike to consider such key issues in the co-determination question as whether each party wants power sharing or merely consultation; what issues would be subject to either power-sharing or consultation; whether co-determination means an extension of collective bargaining or a separate process; whether the focus of co-operation would be at the plant level or at the board level, or both; and whether the process is essentially a private sector agreement between management and labour or a more tripartite arrangement in which government is inevitably not only a full partner but the senior partner.

He concluded with the warning that unless the issues of income

"The very basis of all democracy is in disagreement"

— Terry Meagher, secretary-treasurer,
Ontario Federation of Labour

distribution, a larger role for labour in economic management, productivity improvement, and strikes are solved through intensive dialogue between business and labour, government will do it for them.

Terry Meagher, secretary-general of the Ontario Federation of Labour, generally disagreed with Dimma's remedies and expressed skepticism about the benefits labour would derive from co-determination.

He asked whether co-determination would help employ the workers management decides to lay off. "I think the very basis of all democracy is in disagreement, hopefully under civilized terms."

"The whole idea of labour's role in decision-making seems to be that you bring them up to a certain point, but then you stop there. I guess that it's all right as far as management is concerned, as long as labour stays in the minority. I always thought that in a vote situation the object of the game was to get a majority. So if you get into a situation where you perpetually have a majority against you...I don't intend to consent to it."

He also responded negatively to Dimma's assertion that employees must first and foremost support the best interests of the enterprise. "I'm sick and tired of things that become established and the people are always subservient. People are subservient to automation, so they get laid off. So the adversary role, as far as I'm concerned, may be antiquated in Japan, but it's not antiquated here."

As to Dimma's contention that strikes are both unnecessary and undesirable, Meagher asked whether management would agree not to withdraw their capital if employees agreed not to withdraw their services. "Why do we have capital strikes threatened where management says if they don't get a better tax break, they're going to take their money and go elsewhere. If they are going to act like that, I don't think management should apply a double standard to us."

As to the applicability to Canada of centralized bargaining procedures common in West Germany, Meagher said he doubted that Canadian employers would yield their individual bargaining power and allow it to be centralized through an organization like the Canadian Manufacturers' Association.

Meagher also warned employers and government officials advocating adapting some of the Swedish and West German systems to Canada that in those countries, 90 to 95 per cent of the workforce is unionized. "In Canada you're screaming that the unions are mad with power with a little over 30 per cent of the workforce organized."

He ended his remarks with a plea to both management and labour "to stop building myths around each other." We're talking about human relations and until we get down to the fact that human beings count for something in this country and until we put people first, then I don't think we're going to have a situation where the trade union movement in this country is going to give co-determination its unqualified support.

Another labour viewpoint on co-determination was presented by Julien Major, an executive vice-president of the Canadian Labour

Congress, who discussed the concept of power sharing. "There has been no harmony between the CLC and our governments on this matter because they have so far not been willing to share power with labour, only with business," he stated.

He then proposed a tripartite institution in which labour and business would have equal representation with government. The government has since rejected this CLC-proposed "Council for Economic Planning" which the labour-movement hoped would oversee a number of specialized boards, commissions, and

"There has been no harmony between the CLC and our governments... because they have so far not been willing to share power with labour, only with business."

— *Julien Major, executive vice-president, Canadian Labour Congress*

agencies that would promote full employment, forecast long- and short-term labour market fluctuations, oversee training and retraining of workers, regulate immigration, channel investment funds, and oversee the administration of old age pensions, workmen's compensation, family allowances and minimum wages. Major assured his audience that the aims of the CLC's "Manifesto" (LG, June '76) and the proposed economic planning council would in no way be incompatible with parliamentary democracy.

"The aim of a tripartite mechanism, he explained, would be to achieve social consensus on important national problems, to elaborate mutually acceptable

policy recommendations." The role of organized labour would be to ensure that the voice of the workers would be effectively heard before a legislative, regulatory, or policy decision is taken.

He pointed out such tripartite councils exist in West Germany, Australia, Sweden, Britain, France, and even the tiny African republic of Senegal. He concluded by asking why Canada has no such economic and social planning council.

Tim Armstrong, deputy minister of labour for Ontario, admitted that Western European concepts of co-determination are highly suspect in North America, especially to labour. He cited a statement by Tom Donahue, executive assistant to the president of the AFL-CIO to a Montreal audience this spring, saying co-determination offers little to North American unions that cannot be more effectively obtained through adversary collective bargaining. (LG, Aug. '76.)

Armstrong contended that "any interest in co-determination in Canada comes in the main from academics, from certain sections of the media, from some government officials and from a minority of employers and trade unions, all of whom appear to share the conviction that adversary collective bargaining, with due regard for its considerable strengths and accomplishments, is not perfect."

He added, however, that "among the public at large, there is a slowly developing pressure for labour and management to raise their collective sights and seriously assess how new concepts of co-determination might be usefully adapted to the present system. This heightened public concern, flows in part from a perception that the present system is inadequate in dealing with the twin problems of inflation and unemployment."

"...the risks of co-determination are finite, but the potential is exciting and virtually unlimited"

— *T.M. Armstrong, deputy labour minister, Ontario*

He then presented some arguments in support of "moving cautiously toward co-determination." Among them, he suggested that participation in management is a means of improving the quality of workers' life on the job. He added also that "quite apart from any ethical objectives, worker participation is seen by some as a contribution to practical efficiency and hence increased productivity." Armstrong also contended that the alienated worker contributes to industrial conflict, so worker participation is seen as a remedy to the high incidence of work stoppages.

Ontario's deputy labour minister concluded by saying that the risks of co-determination are finite, but the potential is exciting and virtually unlimited.

Ian R. Smyth, assistant secretary to the personnel policy branch of Treasury Board described three quality-of-worklife experiments currently under way in the federal public service to illustrate the government's practical application of one aspect of co-determination on a trial basis.

Smyth said these experiments have been undertaken because the federal government has its share of employees who often feel that their work is "monotonous, trivial, meaningless, restricting, and stressful." He pointed out that where such conditions exist,

workers are likely to express their dissatisfaction in such forms as strikes, grievances, absenteeism, or simple indifference. "Since our business is delivering service to the public, this has to be a matter of great concern to us."

Until recently, he said, the federal government as an employer has tended to accept these manifestations as the inevitable consequence of so-called "efficient" methods of production. "We are now beginning to recognize that most jobs can be made more satisfying, often with gains in overall efficiency by making work contain some degree of challenge, variety, responsibility, skill, learning, and an identifiable contribution to the end product. We have set out to discover whether quality of worklife experiments can work in a large public bureaucracy," he declared.

The three experimental worksites are located in the audit section of the regional federal taxation office in London, Ont., involving 140 employees; the keypunch section of Statistics Canada in Ottawa, involving 20 employees; and 30 translators with the Secretary of State Department in Ottawa. The work groups have been given access to an outside consultant to facilitate decision-making and to measure results.

He reported that what is beginning to emerge is an arrangement in which employees control tools, technology, design of workflow, and other aspects of work while management controls quality standards, customer service standards, and budget. "We have agreed to let production goals find their own level over time, recognizing that in the early stages there may be disruptions to normal output."

He predicted that the experiments would result in both improved

economic effectiveness and improved quality of worklife for employees. Smyth also reported that the experiments, which began in the fall of 1976 and are scheduled to run for 18 months, have so far indicated that employees know a lot more about their work than the employer had hitherto been willing or able to recognize.

"Since our business is delivering service to the public, quality of working life has to be a matter of great concern to us"

— Ian R. Smyth, assistant secretary,
Treasury Board

He pointed out that such experiments have had positive results when undertaken in other countries, including Britain, the U.S., Japan, France, West Germany, Australia, Norway, the Netherlands, Israel, Denmark, and most notably, Sweden, where since 1969 more than 500 experimental projects have been carried out in several hundred companies.

Gerry Hunnius, editor of *Workers' Control*, a book of readings on industrial democracy, suggested that the initiatives toward co-determination now being undertaken by the federal government and elements in the business community be considered in association with the fact that organized labour is essentially excluded in any meaningful way from decisions on large-scale planning, investment, plant location, and manpower training. Only financial rewards have been left to be determined by collective bargaining.

The social science professor at York University also charged that

in the past, co-determination has been introduced by management for motives that are not necessarily shared by labour. "In many instances, we now know these forms of co-determination have been manipulative and have been discontinued when the immediate aim, such as to stop labour unrest, has been achieved."

Answering the charge that the CLC's demand for tripartite power-sharing in shaping the economy bypasses Parliament, Hunnius said "Parliament is already being bypassed. Very substantial decisions are made in the private sector that involve planning, investment, relocation of plants, and a whole series of decisions on related issues are being made by people who are not elected and who are not accountable to any elected forum."

He further posited that if you add a third party to that present unilateral decision-making power of business, supported in most instances by governments, you do nothing else but democratize that process.

"Whether you like organized labour's behaviour or not," he told management, "it does represent a substantially larger number of people than does the business community."

On the subject of quality of worklife, Hunnius condemned both organized labour and the federal government for treating what is known as "the blue-collar blues" and the "white-collar woes" separately and distinctly from the problem of power-sharing, economic planning, manpower allocation, manpower training, and investment. "It seems to me quite obvious that if you look at the problem seriously, these are very closely related and are part of one continuum."

He said Canadian workers place

much higher value on the so-called intrinsic aspects of work such as comfortable working conditions, than on salary. Hunnius concluded by saying that "the introduction of some sort of tripartite decision-making is inevitable and equally inevitable is a change in the organization of work. The question before us is what form will it take, who will benefit, will it do anything about the unequal distribution of income in this country."

Smyth from Treasury Board remarked that unfortunately, the words "participation," "industrial democracy," "co-operation," "co-determination," and "quality of worklife," frequently get lumped together under the same general heading. He explained that one easily grasped difference, is between co-determination and co-operation, as practised in Europe.

He said that co-operation means workers in the boardroom have input into the decision-making process but do not have a veto power and consequently do not carry responsibility for the decisions which are finally taken. Co-determination, however, implies not only input, but a legally recognized input to the decision-making process, with subsequent responsibility for the decisions.

Julien Major suggested that a practical application of the concept would be "any important decision affecting the lives of the employees — or even a town — that should be discussed in advance with the people who are going to be affected by the decision." Hunnius agreed that Major's concept was a useful working definition because he said that the term "co-determination" per se refers to a very specific set of laws in Germany but has come to mean the entire German industrial relations system.

That forum was the Ottawa-Hull chapter of the International

"The introduction of some sort of tripartite decision-making is inevitable and equally inevitable is a change in the organization of work"

— Gerry Hunnius, professor, York University

Personnel Association. Frank C. Burnett, vice-president for employee relations of Inco Ltd., although describing Canada's collective bargaining system as being in a "sorry state," termed it "impractical" to try to superimpose a version of the German co-determination system on Canadian industrial relations.

He contended that the highly centralized structures which characterize the West German system do not exist in Canada, either among employers or in the organizational structure of the CLC and its member unions and locals. "In general terms, the centralized system emphasizes discipline and authority, whereas the Canadian system emphasizes democracy and individual rights." He also pointed out that Canadian unions represent the employee at his workplace whereas the German system represents employees at the political level. He expressed skepticism about the adaptability and even the necessity for German-style works councils in the Canadian system. He said that the responsibilities of the European works councils for areas such as job evaluation, work assignment, pay, and grievances are now carried out by unions. He said the vacuum at the plant level which developed in Germany because of union concentration at political levels has never developed in Canada.

He also questioned the practica-

bility of implementing the German system of worker representation on the board of directors for many of the same reasons Armstrong raised at the Barrie conference. Burnett also predicted that such a move is bound to be resisted in Canada "as indeed was and still is the case in West Germany."

He further pointed out that labour representation on the board of directors would likely inhibit the union's basic responsibility to represent the workers and that it could be difficult for unions to oppose or alter a board decision to which they were a party. He concluded that "despite the scattered support for the idea by

"Despite the scattered support for the idea of co-determination by some academics and even some management spokesmen, I doubt it presages a trend"

— Frank C. Burnett, vice-president, employee relations, Inco Ltd.

some academics and even some management spokesmen, I doubt it presages a trend, or that unions generally are likely to attach a high priority to this area. The importation of this controversial aspect of the German system would not redress the fundamental difficulties of our system and seems more likely to contribute to more turbulent labour relations than to moderate them.

Shirley Carr, an executive vice-president of the Canadian Labour Congress, told the personnel conference that the CLC isn't interested in the German system and charged that bad labour-management relations are 80 per cent management's fault and 20 per cent the union's fault.

"There are no productivity problems where there are good labour-management relations," she said, and suggested that if employers stopped impeding their employees' efforts to unionize there would be more harmony on the labour relations scene. What is needed for labour peace, she said, is for employers to accept trade unions as legitimate institutions and encourage rather than oppose their formation and functions.

"The CLC isn't interested in the German system"

— Shirley Carr, executive vice-president,
Canadian Labour Congress

Treasury Board president Robert Andras, addressing this same group of personnel officers, added to Ian Smyth's statements on the quality of worklife experiments currently underway in the federal public service by saying that "it would be premature to draw from the current three experiments conclusions about their general applicability to the whole federal public service."

Andras said that although management continues to determine what has to be done during the redesign-of-work phase, a great deal of responsibility for what will be done is being entrusted to people who actually do the work.

Some union-management problems in introducing such quality-of-worklife experiments to employees were outlined by John Paré, assistant deputy postmaster-general.

His experience in dealing with employee unrest due to the quality of working life was more problem-riddled than that described by Ian Smyth of the Treasury Board. "In Canada Post, we have learned

through bitter experience that the traditional approaches to improving productivity and job satisfaction have not worked. We've come to the conclusion that we need a new strategy," he admitted.

He said that last year, Post Office officials started investigating the concept of quality of working life improvements. As a result, they selected a major post office for a pilot project, introduced local management to the approach and found a willingness to undertake such an experiment. "The employees, however, resisted these initiatives."

"To put it mildly," he said, "the union executives were skeptical and questioned our motives. Among themselves, they said, 'if it's good for the Post Office, watch out. It can't be good for us.' They were clearly not ready to make the commitment, and said so."

Paré said that management half-expected this reaction, so he proposed that management and union meet and investigate building a relationship based on trust and confidence, and only if this was achieved, embark on quality-of-worklife experiments. He reported one of the unions — the letter carriers — accepted the proposal, while the other union — the Canadian Union of Postal Workers representing the inside workers — did not. "Our win-lose struggle with this union, as a consequence, continues to escalate," he regretfully concluded.

Nevertheless, he reported that the sessions with the letter carriers' union, with the help of questionnaires and an outside consultant, helped management and union tell each other what was wrong with their relationship.

"We were able to hammer out an


"In Canada Post, we have learned through bitter experience that the traditional approaches to improving productivity and job satisfaction have not worked"

— John Paré, assistant deputy postmaster-general

agreement on how we were currently relating to one another. In the process we got into the underlying issues — the misunderstanding and misconception that had built up over the years and produced the lack of trust between the parties — and were able to resolve them.

"We were both shocked at how negatively we perceived one another, how rigid and inflexible we each came across. While we didn't always agree, we understood what it was we had been doing to one another over the years to cause each party to see the other so negatively.

Paré said he is optimistic that experiments to improve the quality of worklife in the Post Office will be undertaken to the benefit of employees, management, and the public.

The debate on all aspects of co-determination is on in Canada before a variety of audiences. Editorials, news reports, and columns of opinion on the subject appear in newspapers almost daily. While there are no strong indications yet that a consensus has been reached — either among the parties, or within each group — all participants are well aware that this debate is vital to the evolution of the Canadian industrial relations system. 

Some French proposals for industrial democracy

by Shirley Plowman

François Lagrange, chief counsel of the Sudreau Commission on reform of the corporate enterprise, was in Ottawa on November 8, as guest speaker at a special seminar held by Labour Canada. Lagrange had come to Canada on the invitation of the McGill Industrial Relations Centre.

A former director of the French labour congress, Lagrange told the seminar that prosperity rather than adversity had prompted this 1975 study of union-management relations. In the period between 1959 and 1974, France's gross national product had doubled along with productivity and wages. This period of prosperity had generated new expectations among the younger, better-educated workers, and reforms were needed if industry was not to fall behind. To improve productivity, the government believed, working conditions must be improved.

Prone to the industrial ills of most free-enterprise countries, France too, is suffering from the work attitudes of the postwar baby boom. Notable increases in absenteeism and turnover are youth's answer to heat, noise and physically tiring jobs. About one million workers are unemployed, more out of choice than necessity, with immigrant workers taking the

Shirley Plowman, a former staff writer for The Labour Gazette, is a program officer for Labour Canada.

more boring, assembly-line type jobs.

"Capitalism has given birth also to the larger, more impersonal company," Lagrange said, "and the individual worker feels submerged and without influence." Firms are seen as profit-chasers with little concern for either people or the environment.

The Sudreau Commission, he said, encountered two main difficulties. "France has five major trade unions, two of which are imbued with socialist ideology. A prerequisite for any meaningful reform would be a change in the economic and social system. France is also a country of big multinationals with more than 100,000 employees, and also of

To improve productivity, the government believed working conditions must be improved

small service companies with a staff of twelve. With such diversity, it was difficult to devise a central approach."

There were the unions on the one hand viewing everything within the context of class struggle, suspicious of the companies' general policies and goals, and the companies on the other fearing the unions' intervention, especially on the ideological side.

Five basic proposals emerged from the study:

- that a social plan be drawn up for each company describing its operations for improving working conditions over the past year, and suggestions for future improvement;
- that companies stress job enrichment, special benefits, early retirement from more arduous jobs;
- that companies encourage worker participation at the middle-management decision-making level. (A main dissatisfaction among workers is that they have knowledge and experience not utilized by the firm);
- that the Ministry of Labour strengthen the role of factory

inspectors to assist companies to improve working conditions;

- that industrial relations courses be introduced into the schools.

A prerequisite for any meaningful reform would be a change in the economic and social system

The Commission's report stressed the need for trade unions to become the main partners of management, and that there be wider scope for collective bargaining. It asked that there be a works council and employee representation at the highest possible level; that representatives from the parent company visit subsidiaries once a year to explain goals and

objectives; that one third of the voting members of the board of directors be employee representatives. These boards would not make a firm managerial decision, they would suggest goals and guidelines.

The report urged the setting up of legal emergency procedures. On the appearance of "danger signals," the works councils would offer remedial suggestions to the managers. If management's reply proved unsatisfactory, the works councils would ask intervention from Tribunal de Commerce (Commercial Court).

"We also suggested that a public agency be created that would help firms determine how soon after work disruption they could resume normal activity," Lagrange stated.

Reaction to the report is mixed. "It was at first received warmly by the popular press, then employers

expressed concern that there are too many sociological complications," Lagrange said. "And the unions are suspicious of the government implementing reforms during a pre-electoral situation."

So at the moment, the report remains just a gleam in the eye of the labour ministry. Whether or not its proposals will ever be

The Commission's report stressed the need for trade unions to become the main partners of management

implemented depends on the full co-operation and understanding of government, companies and unions. **19**

Back issues of The Labour Gazette

A recent inventory shows that we have on hand — free for the asking — a limited number of copies of the following issues of *The Labour Gazette*:

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Provincial federations of labour conventions, Fall '76

Ontario

David Archer was unseated from the Ontario Federation of Labour presidency after 18 years in office, as delegates to the annual convention voted 938 to 681 in favour of Clifford Pilkey, political education director of the United Auto Workers.

A third candidate, Gordon Lambert, a UAW member and president of the St. Catharines Labour Council, received 135 votes in delegate balloting during the Nov. 22-24 convention in Toronto.

Wilf List, veteran labour reporter for *The Globe and Mail* of Toronto, described the voting as the first "major" contest in the Federation's history, and said that was why nearly 1,900 delegates attended, the largest turnout ever.

The delegates adopted a "Declaration of Principles and Social Purpose" that said the trade union movement must be given a full and equal share in the decision-making processes by which government and industry chart the future social

and economic development of the province. The Declaration called for reform of the electoral process and for "giving power back to the legislature."

"Senior executives and officials of the bureaucracy formulate policy. The legislature deals with this policy after the fact. Its role is often that of rubber stamp."

The declaration proposed the establishment of an economic and social policy planning board — with "adequate" research staff — on which management and labour would have an equal voice in representations to the government.

The declaration reaffirmed the Federation's traditional support for the New Democratic Party: "We believe in a socialist province in a socialist Canada. We helped create the NDP to attain that objective. However, it is not enough to contribute money to our party, important as that is.... Leading trade unionists must run for office in our party and participate as candidates in federal, provincial and municipal elections."

The statement called also for full employment policies, price stability through the creation of an independent and "genuine" prices review board, and policies to provide for equitable redistribution of income.

The convention also adopted a policy statement on industrial health. It said workers should have the right to refuse to work on any operation which they have cause to believe is unsafe, "without fear of any disciplinary action or reprisal by the employer or the government."

The policy statement's 18 recommendations included a provincial research institute to investigate health hazards, co-ordination of Canadian data with research now under way in other countries, federal and provincial co-operation to establish a system of control, identification and monitoring of all hazardous materials, and provisions for monitoring the potential dangers to workers' families through "secondary exposure" to dangerous materials.

British Columbia

Len Guy, a member of the International Typographers' Union, was re-elected secretary-treasurer of the British Columbia Federation of Labour, fighting off a challenge from Art Kube, a member of the United Steelworkers of America and education director in B.C. for the Canadian Labour Congress.

Guy drew 534 delegates' votes to

418 for Kube to retain the Federation's only full-time elected office. George Johnston was returned as president of the Federation by acclamation.

Observers say the relatively close election vote reflected a desire on the part of some of the larger affiliates for a change in leadership style.

As Jack Munro, regional president

of the International Woodworkers of America, and a Kube supporter, put it: "We want to improve the image of the trade union movement and take our rightful place in Society."

Observers say the delegates took sides from the opening day of the Nov. 15-19 convention in Vancouver. The usual motion to approve the report of the executive council passed by only a 55 per

cent vote — 427 to 352, after a two-and-a-half hour debate.

The losing side requested a roll call vote, in which votes are proportioned according to the number of members the delegates represent, and also lost it 104,354 to 101,065.

Despite their differences, the delegates united to adopt an emergency resolution to "totally

oppose" any federal government effort to place public servants under permanent pay restraints after the anti-inflation program ends. They were reacting to a Nov. 19 statement in Toronto by Finance Minister Donald Macdonald that the post-control period will require mechanisms "to maintain restraint in public service prices and wages." They also unanimously adopted a motion opposing any move toward

introducing "right to work" laws in the province.

Another motion called on the Federation to publish a critique of the report by Charles Connaghan on industrial democracy in West Germany. In his report, commissioned by the Canada Department of Labour, Connaghan suggested some aspects of the West German industrial relations system might be applicable in Canada.

Saskatchewan

The Saskatchewan Federation of Labour has adopted a "fight back" program against wage controls. It could include selective work disruptions, drives to organize non-union employees, and a publicity campaign.

The program was endorsed unanimously by delegates to the Federation's annual convention in Saskatoon Oct. 28-30. It calls also on the Federation to "work with labour delegates to the NDP convention to most effectively put labour's position before the convention." That convention was held in Regina two weeks later.

Donald Montgomery, secretary-treasurer of the Canadian Labour Congress, told the Saskatoon convention that the CLC will also continue its firm opposition to the federal anti-inflation program. If necessary, Montgomery said, it was prepared to launch a second national day of protest. He said the Oct. 14 national protest proved

unions "can organize in their communities," and they would do better a second time.

Gordon Snyder, Saskatchewan's labour minister, said the province's continual co-operation with the federal program "will be governed in large measure by the nature and extent of program changes which the federal government is prepared to make." He also said the provincial government "wholeheartedly" endorsed the argument of organized labour that "the anti-inflation program is directed toward the pocketbooks of Canadian workers more than toward control...of prices."

Snyder promised the government would move on proposed changes to the Labour Standards Act, which died on the order paper last spring. One would prohibit an employer from requiring an employee to work more than 44 hours in any week except in emergency circumstances. Another would make maternity leave provisions more flexible,

enabling a woman to take her entire leave after the birth of her child, if this proved more useful to her.

After noting that several day-care centres had recently gone bankrupt, the delegates adopted a resolution endorsing the principle of free, universal day-care "as a right for all working people." The resolution urged the government to increase its funding of co-operative day-care centres.

Snyder said the provincial government has initiated a program of environmental monitoring to help protect workers from noise, temperature, dust, fumes and other occupational health hazards.

John MacLeod, a member of the International Brotherhood of Electrical Workers, was elected president of the Federation. He succeeds George Semeniuk, a staff member of the Canadian Food and Allied Workers, who retired after two years in office.

Manitoba

Delegates to the Manitoba Federation of Labour's annual convention, in Brandon, Sept. 30-Oct. 3, criticized the province's NDP government for its treatment of

public employees, but they also pledged their support for that government in the next election.

They were told by Premier Ed Schreyer that it was "highly unlikely" the province would

remain in the anti-inflation program after the end of March unless the federal government made major changes in AIB regulations.

In Ottawa, Prime Minister Pierre

Trudeau told newsmen the government would have to reassess the program by next March and that "there would be all kinds of discussions" with Premier Schryer and others.

The convention, which was attended by about 450 delegates, adopted a motion from the Manitoba Government Employees Association which said the government had "utilized the legislative process to negate

sections of their agreements with their employees, which is totally and devastatingly incompatible with their philosophy as a labour party."

That motion replaced one containing even stronger criticism which the Association withdrew. Bill Jackson, president of the Association, said the more moderate resolution was substituted because he had been given indications by Attorney-

General Howard Pawley that the government would soon include civil servants under the labour relations Act.

Nels Thibeault of Winnipeg, a 59-year-old staff representative of the United Steelworkers of America, was elected the Federation's first full-time president. Thibeault succeeds Len Stevens who is moving to Vancouver to head a new USWA district for Western Canada.

Nova Scotia

The Nova Scotia Federation of Labour has called on the provincial government to withdraw from the federal anti-inflation program.

A resolution adopted by the Federation's Oct. 20-22 convention in Halifax described wage controls as "nothing more than compulsory arbitration" and "an end to collective bargaining." The resolution was adopted after Premier Regan had informed the delegates the province would remain in the program.

Labour Minister Walter Fitzgerald said it was not a question of withdrawing from the program but of making it work better. "There are times when I think you can accomplish more good by changing and improving a policy than by eliminating it," he said.

The program also came in for

criticism from Julien Major, an executive vice-president of the Canadian Labour Congress, who said the government should establish full employment as its first economic priority. "But instead the government continues to pursue its historic strategy of maintaining an attractive investment climate, which in reality means supporting higher profits."

Jeremy Akerman, provincial NDP leader, called for closer co-operation between the Federation and his party. "On balance," labour and the NDP had more common ground than differences, he told the delegates.

Akerman also said Canada's trade union movement should operate its own daily newspaper, and the purchase of one would be feasible if every unionized worker would donate a day's pay toward it.

The convention also adopted a

resolution calling for "immediate action" toward placing the province's highway workers under the jurisdiction of the Trade Union Act.

The delegates also called for the establishment of a provincial commission to investigate all aspects of the operations of nursing homes in the province, and adopted a resolution expressing concern about the effect of recent staff reductions on the quality of services.

Another resolution asked the federal and provincial governments to get together to devise a program that would enable workers to acquire ownership of homes at prices they could afford to pay.


Gerald Yetman was returned by acclamation for a third consecutive one-year term as president of the Nova Scotia Federation.

Newfoundland

As in other years, the Newfoundland Federation of Labour's convention debate centred on resolutions on housing and transportation. And, not unexpectedly, the delegates adopted a resolution condemning

the federal anti-inflation program. However, some observers were surprised by the brevity of the debate that preceded the vote on that resolution.

The 200 delegates at Corner Brook, Oct. 1-13, voted to hold the 1977 convention at Grand Falls — the first time for that community —

and re-elected Tom Mayo, a Canadian Union of Public Employees national representative, for a second one-year term as president. They also authorized the establishment of a full-time executive secretary, an appointed position, but set no specific deadline for filling it. 

comment

Connaghan's proposals criticized

Attacks on collective bargaining as an institution are mounting daily. The media, company presidents and government officials stridently proclaim 'there must be a better way.' The federal deputy labour minister, Tom Eberlee, thinks a better way can be found in Charles Connaghan's proposals (LG, Aug., pp.405, 408) Connaghan's report, *Partnership or Marriage of Convenience*, published by Labour Canada, oozes with praise for the German system. Management is well organized, trade unions are 'sophisticated' and make 'realistic' demands, individual workers are contented and the country, naturally, is prosperous. Little wonder we inefficient, unsophisticated, strife-torn Canadians are invited to imitate Germany's 'movable feast.'

Normally, this type of government sponsored report could be safely ignored by trade unionists. These are not normal times. Traditional collective bargaining is suspended by the wage and price control program. Events, therefore, compel us to respond to Connaghan's proposals.

Regarding the co-determination scheme, Connaghan offers a glowing tribute. "...Co-determination has given the average German worker a close identity with his place of employment and associates him directly with the responsibility for everything that affects him and his employer. The individual is aware that no important decision can be made that affects him and his work place,

unless he himself or his representative has had an equal voice in those decisions and shares responsibility for them. In turn, this leads to a degree of knowledge and understanding of the economic developments affecting his work place. In effect this gives the average worker a psychological stake in his company.

Whether this assessment of the effects of co-determination is entirely accurate is debatable. Works council jurisdiction is largely limited to individual plants, severely curtailing the ability to influence multi-plant activities. Works council representatives are not entitled to organize or even to participate collectively in a strike, since to do so would be against the best interests of the enterprise. One observer argues that overall, "...participation...disassociates the representatives from the workers and transforms them into a special kind of manager."

The claim that individual workers are highly aware of co-determination and are playing an active part in shaping events is also highly suspect. One study found that only half the co-determination workers even knew about the existence of co-determination in their enterprise.

Maria Walther, a psychologist at the Frankfurt Management and Productivity Association stated that the individual does not benefit directly very much from co-determination. But it becomes important when, for example, a

coal mine has to be closed — it can assure that retraining measures are introduced, and so on. So in times of crisis it can be extremely useful. Even this alleged therapeutic power may be due to factors other than co-determination. During a recent 10 year period in Britain, 400,000 mine workers, two thirds of the labour force, were made redundant also without a major work stoppage.

Worker representation on company supervisory boards is the other major component of co-determination. As members of the supervisory board, worker representatives have the same responsibilities and legal duties as other shareholder-appointed members. It is of little consequence that they have been elected by the workers. They must act in the best interests of the company as a whole. The precise nature of such 'interests' is of course determined by the shareholders. Several studies, including the Biedenkopf Commission confirm that worker representatives seldom oppose management investment decisions but rather try simply to mitigate the effects of such decisions on the work force.

Generally, the value of co-determination to individual workers seems to be less than Connaghan suggests. Rank and file workers are increasingly prepared to challenge the immense power wielded by the high-level union bureaucracy. (Contracts can be negotiated and signed without membership ratification). From

1964 to 1968, 83 per cent of all strikes were unofficial. Since then, widespread unofficial strikes have occurred in 1969, 1970, 1973 and 1975. A militant shop steward movement is emerging to represent shopfloor dissension. The remoteness of industry-wide bargaining is leading to significant wage drift and further questioning of the technique itself.

Finally, most remarkable about the report is its failure to raise several issues crucial to any discussion of industrial relations. For instance, what is the precise relationship between works councils and collective bargaining? Why has German trade union membership dropped from 40 to 30 per cent since works councils were introduced? What is the effect of extending wages and conditions negotiated by unions to the non-union sector? To what extent do works council agreements actually compete with or undermine collective agreements?

The absence of answers to such questions may be due to Connaghan's background as labour relations practitioner for the B.C. Construction Labour Relations Association. As far back as 1971, Connaghan was insisting that trade unions had become too 'powerful.' The legislative pendulum was "swinging farther and farther to labour's side. Governments were afraid of labour unions." This unsubstantiated pronouncement led him to conclude that collective bargaining is "coughing and sputtering along

and personally, I'd like to push it off the road onto the scrap heap," because the "process is simply out of step with the society in which it lives." Moreover, "in a period of serious and rising unemployment, there's something obscene about a strike or slow down, especially when the work stoppage has a cumulative effect on other industries." In management's view, perhaps collective bargaining has 'failed.' It is understandable, then, that management seeks to minimize threats to its

power by introducing participative schemes. An organized worker's viewpoint, however, is that collective bargaining has probably been quite successful. Efforts to weaken that system are likely to be strongly resisted.

Ray Sentes

research director
International Association of Heat
and Frost Insulators and Asbestos
Workers Union
Local 126, Calgary.

copyright, Ulluschk, Edmonton Journal



"We'd like to borrow enough to enable us to live within our means."

Books

Strikes: A Selected Bibliography

by **Barrie O. Pettman**, MCB Books, Bradford, England, 1976.

Strikes: A Selected Bibliography, by **Barrie O. Pettman**, is precisely that: a selective list of 1,230 references from 32 countries, covering books, monographs, articles, theses and government reports published between 1950 and 1975.

The titles are not just from industrial relations literature but also from sources dealing with the economic, sociological, psychological, and legal aspects of strikes.

The 32 Canadian titles include six annual reports on strikes and lock-outs by the Canada Department of Labour and the 1968 Ontario Royal Inquiry into Labour Disputes; eight

books on specific strikes, and 18 articles from periodicals including, among others *The Labour Gazette*, *University of Toronto Law Journal*, *Canadian Personnel and Industrial Relations Journal*, *British Journal of Industrial Relations* and *Revue Economique*.

Any bibliography on strikes is a helpful addition to literature on industrial relations. It would have been more helpful had Pettman presented a more specific criterion for selection than the explanation: "I have tried to include the most relevant contributions."

—**Roy LaBerge**

Roy LaBerge teaches social science at Algonquin College, Ottawa and is a journalist and former editor of Canadian Labour.

Canada's Unions

by **Robert Laxer**, James Lorimer & Co., 1976, 341 pp, \$6.95

Robert Laxer is a believer in the "broad nationalist movement in Canada." This movement, he says, has contributed substantially to the new, more militant mood of labour in the '70s. This assumption, plus Laxer's tendency to equate union militancy with socialist politics make *Canada's Unions* a polemic, but an interesting one.

"Canadian scholars and media are too prone to regard the society's elite as the only source of activity

worthy of their interpretation," says Laxer, and he then places the workers and their unions at the centre of his reinterpretations and predictions for the country's future.

Most of the examples are drawn from Ontario. The teachers' fight for the right to strike in 1973 is identified as a turning point for English Canadian unionism marking the emergence of a "new militance." To further support this thesis Laxer describes a similar transformation of Ontario hospital workers and nurses, and attaches considerable political importance to heightened union activity in the public sector.

The expansion of the service industries, especially government, at the expense of the goods producing sector produced a "fiscal crisis" for the Canadian government which it has tried to solve by restricting wages instead of strengthening the manufacturing sector. This, claims Laxer, has already politicized unionists and the general public alike.

Another thread of the argument holds up the more militant and nationalist Quebec labour movement as an example to English Canada.

From the public service and Quebec phenomena Laxer concludes that "social legitimacy has been recognized as a higher order of morality than legality," and by implication we are to expect rapid and radical changes as the inevitable outcome of this new consciousness.

It is easy to dispute the relative weight and importance assigned to the trends described in *Canada's Unions*, although their importance to the visionary of an "independent socialist Canada" is clear. What should not be overlooked is Laxer's early recognition of the increasingly direct role of trade unions in Canadian politics. He also sheds light on government's role in creating some of the current problems of trade unionism, as in his account of how Hal Banks and the Seafarers' International Union came to Canada.

— **Pamela Wallin**

Pamela Wallin is an Ottawa free-lance writer

Fifty Years Ago

A pension fund for nurses in New York City providing an annual pension of \$1,100 or \$1,200 for those retiring at 60 years of age; a home-owner in Saskatchewan who contracted with a firm to supply and install a furnace and refused to pay for the work because the furnace did not heat several rooms in the house; and the father of the defendant in a fatal automobile accident who desired to give financial assistance to "help in supporting and educating the infant child..." of the deceased workman, were among topics reported in the December 1926 issue of *The Labour Gazette*.

The Harmon Foundation of New York City made a gift of \$50,000 toward the organization of a **pension fund for nurses**. A report on the plan, published in the *Survey* stated that there were an estimated 100,000 graduate nurses in the United States, of whom 10,000 were salaried employees of boards of health, factories or tubercular associations. The pension plan was based on regular payments to a fund by both the nurses and the patients, so that at 60 years of age the nurse could retire with an annual pension of \$1,100 or \$1,200.

The owner of a house in Saskatchewan contracted with a firm of plumbers **to supply and install a furnace** to heat the house but when the furnace was installed it failed to heat several of the rooms. The owner refused to pay for the work and the plumbers

sued for the price of the furnace and installation. The trial judge dismissed the action, holding that the company had not fulfilled their contract and could not recover on it. On appeal being taken in the Saskatchewan Court of Appeal the trial judgment was confirmed. Counsel for the plaintiffs contended that even if they could not recover the full contract price, they were entitled to the price, less whatever sum might be necessary to make the furnace effective. The court found that the plaintiffs had not performed the essential terms of their contract, the heating of the house "not having been effected." It was understood that the defendant was willing to pay "as soon as the contract should be performed."

An employee of a dairy company in Ontario was killed by a motor car and his dependants, a widow and infant child, were entitled to compensation under the Workmen's Compensation Act of the province. The **widow's claim** had been allowed and the Board, under Sec. 9 of the Act, took action against the owner of the motor car. Section 9 dealt with accidents in which a workman, injured under such circumstances, entitled him or his dependants to an action against some person other than his employer. The Board in this case was "subrogated to the rights of the workman or his dependants" (subsection 3, Section 9) and began an action against the defendant. He failed to appear, and judgment was signed against him for damages.

The widow's claim for compensation was made on June 19, 1925. On July 22, 1925, the defendant's father "desiring to help in supporting and educating the infant child..." entered into a bond for \$5,000 with the widow and the brother of the deceased workman as trustees, the condition being that "the obligor should pay to the trustees the sum of \$365 annually during the child's infancy, and should pay to the child herself \$4,000 on her coming of age." It was questioned whether the provision made voluntarily by the defendant's father could be considered in assessing the amount of damages under the Fatal Accidents Act, Revised Statutes of Ontario, 1914, Chapt. 151. The latter Act, which corresponded to the Fatal Accidents Act of Great Britain, 1846, known as "Lord Campbell's Act," was amended in 1911 by a provision that future insurance premiums should not be taken into account in assessing damages. On this point the judgment said that the defendant could not benefit from his father's kindness to the widow and child. The assessment must be what it would have been if it had been made immediately after the workman's death. It was not the death, but the good will of the defendant's father that gave the widow and child the rights they acquired under the bond. Judgment was given in favour of the plaintiffs for \$4,500.

—Kathleen E. Whitehurst

PRICES & EMPLOYMENT

Consumer, October

The Consumer Price Index for Canada (1971 = 100) increased 0.7 per cent from 150.7 in September to 151.7 in October. Higher shelter charges, particularly residential property taxes, were responsible for a large proportion of this latest increase; higher prices for clothing contributed to a lesser extent. The food index was unchanged in the latest month while the index for all items excluding food advanced 0.8 per cent. Between October 1975 and October 1976 the total CPI advanced 6.2 per cent.

The unchanged food index level was the result of several offsetting price movements. While prices for fresh vegetables, eggs and restaurant meals were higher, those for beef and pork products, fresh fruit, sugar and soft drinks consumed at home, declined. In October 1976, the index for food consumed at home was 2.5 per cent below its level of October a year ago. Higher home-ownership charges, due mainly to an average rise of nearly 13 per cent in annual residential property taxes, were chiefly responsible for the 0.8 per cent increase in the index for all items excluding food. Prices for both men's and women's outer wear items also rose. Other important contributing factors included higher dental care fees and increased domestic gas rates in many Ontario urban centres. These were partially offset by seasonally lower prices for hotel/motel accommodation and train fares.

In terms of goods and services, the price level of goods, including food, advanced 0.3 per cent in October, while that for services increased 1.3 per cent. Between

October 1975 and October 1976, the price level of services increased 11.5 per cent in comparison with a 3.2 per cent rise for goods. On a seasonally adjusted basis the all-items CPI advanced 0.9 per cent between September and October. This included a 0.7 per cent increase in the food index and a 1.0 per cent rise in the index for all items excluding food.

City consumer, October

Consumer price indexes rose in all regional cities in October, with increases ranging from 0.2 per cent in Saint John to 1.4 per cent in Regina. Higher home-ownership charges resulting mainly from annual increases in residential property taxes were largely responsible for these advances — increased prices for clothing contributed to a lesser extent. Other contributing factors included higher fees for dental care and for university tuition. Movements of prices for food consumed at home varied across the country with fresh vegetable prices generally higher while those for beef declined. The percentage increases listed in 14 regional cities were: 0.2 in Saint John; 0.3 in St. John's; 0.5 in Montreal and Saskatoon; 0.6 in Halifax, Thunder Bay, Edmonton and Vancouver; 0.7 in Quebec, Ottawa and Toronto; 0.9 in Winnipeg; 1.3 in Calgary; 1.4 in Regina. The percentage increases from October 1975 to October 1976 were: 5.3 in Montreal; 5.4 in Saint John; 5.5 in Quebec; 6.0 in Halifax; 6.2 in Ottawa and Edmonton; 6.4 in St. John's; 6.5 in Toronto; 6.6 in Saskatoon; 7.0 in Calgary; 7.7 in Winnipeg; 7.8 in Thunder Bay; 8.1 in Regina; 8.8 in Vancouver.

Employment, October

The seasonally adjusted employment level in October was 9,593,000, a decline of 33,000 from September, Statistics Canada reported. The employment level declined by 19,000 for men 15 to 24 years of age, by 15,000 for women in the same age group, and by 14,000 for men 25 and over. The level increased by 15,000 for women 25 and over.

On a provincial basis, seasonally adjusted employment increased in British Columbia by 8,000, and in Quebec by 6,000. There were declines of 23,000 in Ontario; 7,000 in Saskatchewan, and 4,000 in Manitoba. Changes in the other provinces were small.

Unemployment, October

The seasonally adjusted unemployment rate for Canada was 7.6 per cent in October (784,000), an increase of 0.3 per cent (31,000) from September. The rate increased by 2.0 per cent to 13.3 per cent for men 15 to 24 years of age and 0.6 per cent to 4.9 per cent for men 25 and over. It declined by 0.9 per cent to 6.9 per cent for women 25 years and over, and for women 15 to 24, 0.2 per cent to 12.6 per cent. By province, the unemployment rate increased in Prince Edward Island by 2.2 per cent to 11.7 per cent; in Nova Scotia by 0.5 per cent to 10.9 per cent; in New Brunswick by 0.4 per cent to 11.8 per cent; in Quebec by 0.4 per cent to 10.1 per cent; in Ontario by 0.6 per cent to 6.3 per cent; in Manitoba by 0.3 per cent to 4.9 per cent; and in Saskatchewan by 0.5 per cent to 4.2 per cent. The unemployment rate declined by 1.2 per cent to 7.3 per cent in British Columbia, and by 0.5 per cent to 13.9 per cent in Newfoundland. In Alberta the rate remained unchanged at 3.7 per cent.

Additions to the Library

LIST NO. 331

The publications listed below are recent acquisitions. They may be borrowed through a local library (business, university, public, etc.) or directly — if there is no local library — by writing to The Chief Librarian, Labour Canada, Ottawa, Ontario K1A 0J2, indicating the publication numeral and the month.

ABSENTEEISM

1. Nova Scotia. Department of Labour. Economics and Research Division. Labour turnover and absenteeism in Nova Scotia's manufacturing industries, 1974. Halifax, 1976. 77p.

AGED

2. United Nations. Department of Economic and Social Affairs. The aging: trends and policies. New York, 1975. 103p.

AUTOMOBILE INDUSTRY

3. U.S. Congress. House. Committee on Education and Labor. Subcommittee on Labor Standards. Impact of motor vehicle imports on employment in the United States: hearings...Ninety-fourth congress, first session. Washington, G.P.O., 1976. 144p.

4. Widick, B.J. Auto work and its discontents. Edited by B.J. Widick. Foreword by Eli Ginzberg. Baltimore, Johns Hopkins University Press, 1976. 112p.

CAPITAL

5. Conference Board. Capital shortage: its causes and cures; a worldwide survey of chief executives, by Michael G. Duerr. New York, 1976. 18p.

CHEMICALS — MANUFACTURE AND INDUSTRY

6. Labour Party (Great Britain). The pharmaceutical industry. London, 1976. 60p.

CITIES AND TOWNS — PLANNING

7. Burke, C.D. An urban/economic development strategy for the Atlantic region, by C.D. Burke and D.J. Ireland. Ottawa, Ministry of State for Urban Affairs, 1976. 92p.

COLLECTIVE AGREEMENTS

8. Canada. Department of Labour. Collective Bargaining Division. Provisions in major collective agreements covering employees in certain transportation, communications, trade, utilities, and

service industries in Canada, 1975. Ottawa, 1976. 89p. Titre en français: Dispositions de grandes conventions collectives concernant les employés dans certaines industries de transports, communication, commerce, services d'utilité et autres entreprises au Canada, 1975.

9. U.S. Bureau of Labor Statistics. Collective bargaining agreements for police and firefighters. Washington, G.P.O., 1976. 102p.

COLLECTIVE BARGAINING

10. Illinois. University. Institute of Labor and Industrial Relations. Conglomerate mergers and collective bargaining, by Wallace Hendricks. Urbana, 1976. p.75-87. (Its reprint no.250)

11. Labor relations: a reader consisting of sixteen articles especially selected by the Journal of nursing administration editorial staff. Wakefield, Mass., Contemporary Pub., 1975. 48p.

12. Livernash, Edward Robert. Collective bargaining in the basic steel industry: a study of the public interest and the role of government. Westport, Conn., Greenwood Press, 1976. 317p.

COMPETITION

13. Proposed policy directions for the reform of the regulation of unfair trade practices in Canada, by M.J. Trebilcock, Anthony Duggan, Linda Robinson, Herman Wilton-Siegel and Claude Masse. Ottawa, Department of Consumer and Corporate Affairs, 1976. 2v.

CORPORATIONS, INTERNATIONAL

14. International Labour Office.

International principles and guidelines on social policy for multinational enterprises: their usefulness and feasibility. Geneva, 1976. 25p. Titre en français: Possibilité d'établir des principes internationaux sur la politique sociale pour les entreprises multinationales.

COST OF LIVING ADJUSTMENT

15. Ontario. Ministry of Labour. Research Branch. Cost-of-living provisions in Ontario collective bargaining agreements, October 1975. Toronto, 1976. 12p.

DISCRIMINATION IN EMPLOYMENT

16. Stern, Robert N. Equality for blacks and women: an essay on relative progress, by Robert N. Stern, Walter R. Gove and Omer R. Galle. Ithaca, N.Y., 1976. p.664-672. (Cornell University. New York State School of Industrial and Labor Relations. Reprint series no. 392)

ECONOMIC FORECASTING

17. House, Peter William. The carrying capacity of a nation; growth and the quality of life, by Peter W. House and Edward R. Williams. Lexington, Mass., Lexington Books, 1976. 356p.

ECONOMIC POLICY

18. Canadian-American Committee. A time of difficult transitions: Canada - U.S. relations in 1976; a staff report. Montreal, 1976. 58p.

19. Janowitz, Morris. Social control of the welfare state. New York, Elsevier, 1976. 170p.

20. World Symposium on the

Social Implications of a New International Economic Order, Algiers, 1976. Papers presented to the Symposium. Geneva, International Institute for Labour Studies, 1976. 1 binder.

EMPLOYEES' BENEFIT PLANS

21. Ontario. Ministry of Labour. Research Branch. Life insurance and accidental death and dismemberment insurance plans in Ontario collective agreements, February 1976. Toronto, 1976. 14p.

FREEDOM OF ASSOCIATION

22. International Labour Office. Freedom of association and procedures for determining conditions of employment in the public service. Seventh item on the agenda. Geneva, 1976. 111p.

INDUSTRY AND STATE

23. Rae, Kenneth John. Business and government in Canada: selected readings. Edited by K.J. Rea and J.T. McLeod. 2d ed. Toronto, Methuen, 1976. 454p.

INFLATION

24. Hewitt Associates. Coping with controls: company practices in restraining compensation; report of a survey of 112 companies by The Compensation Exchange, May 1976. Toronto, 1976. 32p.

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25. Purich, Donald G. Unemployment insurance handbook: how to cope with the U.I.C. bureaucracy. Vancouver, International Self-Counsel Press, 1976. 94p.

26. Swan, Neil M. Income maintenance programs: their effect on labour supply and aggregate demand in the Maritimes, by N. Swan, P. MacRae and C. Steinberg. Ottawa, Economic Council of Canada, 1976. 82p.

LABOUR ECONOMICS

27. Ginzberg, Eli. The human economy. New York, McGraw-Hill, 1976. 274p.

LABOUR HISTORY

28. MacIntosh, Robert. Boilermakers in British Columbia. Vancouver, Lodge No. 359, International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers, 1976. 122p.

LABOUR LAWS AND LEGISLATION

29. Great Britain. Laws, statutes, etc. Employment Protection Act, 1975. Chapter 71. London, H.M.S.O., 1976. 208p.

30. Taylor, Benjamin Jackson. Labor relations law, by Benjamin J. Taylor and Fred Witney. 2d ed. Englewood Cliffs, N.J., Prentice-Hall, 1975. 745p.

LABOUR PARTY

31. Panitch, Leo V. Social democracy & industrial militancy: the Labour Party, the trade unions and incomes policy, 1945-1974. Cambridge, Cambridge University Press, 1976. 318p.

LABOUR STANDARDS

32. Malles, Paul. Canadian Labour standards in law, agreement and

practice. Ottawa Economic Council of Canada, 1976. 176p.
Titre en français: Normes du travail au Canada dans les lois, les conventions et en pratique.

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33. Kirby, Raymond George. The voice of the people: John Doherty, 1798-1854, trade unionist, radical and factory reformer, by R.G. Kirby and A.E. Musson. Manchester, Manchester University Press, 1975. 474p.

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34. Zangwill, Willard I. Success with people: the theory Z approach to mutual achievement. Homewood, Ill., Dow Jones, 1976. 277p.

MEDICINE, STATE

35. Nicholson, T. Frederick. Socialized health services: a plan for Canada. Edited by Morden Lazarus. Foreword by T.C. Douglas. Toronto, Woodsworth Archives Committee of the Ontario Woodsworth Memorial Foundation, 1976. 78p.

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36. Ontario Municipal Employees Retirement System. Ontario municipal employees retirement system. Toronto, 1976. 15p.

POVERTY

37. Schiller, Bradley Robert. The economics of poverty and discrimination. 2d ed. Englewood Cliffs, N.J., Prentice-Hall, 1976. 241p.

PRODUCTIVITY BARGAINING

38. McKersie, Robert Bruce. An

evaluation of productivity bargaining in the public sector. Ithaca, N.Y., 1975. p.45-62. (Cornell University. New York State School of Industrial and Labor Relations. Reprint series no. 391)

PRODUCTIVITY OF LABOUR

39. Productivity in public organizations. Edited by Marc Holzer. Port Washington, N.Y., Kennikat Press, 1976. 328p.

RESEARCH, INDUSTRIAL

40. Cordell, Arthur Jason. The role and function of government laboratories and the transfer of technology to the manufacturing sector, by Arthur J. Cordell and James Gilmour. Ottawa, Information Canada, 1976. 397p.

SOCIAL INDICATORS

41. Knox, Paul L. Social well-being: a spatial perspective. London, Oxford University Press, 1975. 60p.

SOCIAL SECURITY

42. International Labour Office. Social security for the unemployed. Geneva, 1976. 70p. Titre en français: Le chômage et la sécurité sociale.

SOCIOLOGY

43. Smelser, Neil Joseph. Comparative methods in the social sciences. Englewood Cliffs, N.J., Prentice-Hall, 1976. 253p.

TAXATION

44. Canadian Tax Foundation. Canadian tax reform and private

philanthropy, by R.M. Bird and M.W. Bucovetsky. Toronto, 1976. 68p.

WAGES AND HOURS

45. Tarrant, John J. How to negotiate a raise. New York, Van Nostrand Reinhold, 1976. 195p.

46. U.S. General Accounting Office. Federal white-collar pay systems need fundamental changes: report to the Congress on the Civil Service Commission, Office of Management and Budget by the Comptroller General of the United States. Washington, 1975. 43p.

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47. Cook, Gail Carol Annabel, ed. Opportunity for choice; a goal for women in Canada. Gail C.A. Cook, editor. Ottawa, Information Canada, 1976. 217p. Titre en français: L'objectif pour les Canadiennes: pouvoir choisir.

WOMEN — EMPLOYMENT

48. Davies, Ross. Women and work. London, Hutchinson, 1975. 191p.

49. Women in the economy: full freedom of choice; report of a conference held September 11-13, 1975. Washington, U.S. Dept. of Labor, Employment Standards Administration, Women's Bureau, 1976. 47p.

WOMEN IN LABOUR UNIONS

50. O'Sullivan, Judith. Workers and allies: female participation in the American trade union movement, 1824-1976. Exhibition organized by Judith O'Sullivan. Catalog by Judith O'Sullivan and Rosemary Gallick. Washington, Smithsonian Institution Press, 1975. 96p.

labour statistics

Principal Items	Date	Amount	Percentage change from	
			Previous Month	Previous Year
TOTAL CIVILIAN LABOUR FORCE*		(unadjusted figures, in thousands)		
Week ended Sept. 18, 1976		10,357	- 3.8	+ 3.6
Employed	September 1976	9,688	- 3.7	+ 2.9
Agriculture	" "	540	- 2.7	+ 0.3
Non-agriculture	" "	9,761	+ 2.6	+ 10.0
Paid workers	" "	9,285	+ 0.2	+ 11.3
At work 35 hours or more	" "	7,310	+ 3.1	- 1.2
At work less than 35 hours	" "	1,756	+ 16.5	+ 14.7
Employed but not at work	" "	622	+ 57.6	+ 30.6
		(change in thousands)		
Unemployed	September 1976	670	+ 30	+ 39
Newfoundland	" "	23	- 1	—
Nova Scotia	" "	31	- 2	+ 6
Prince Edward Island	" "	4	—	—
New Brunswick	" "	26	—	+ 4
Quebec	" "	239	- 3	+ 38
Ontario	" "	202	- 26	- 1
Manitoba	" "	18	—	+ 3
Saskatchewan	" "	12	- 7	+ 2
Alberta	" "	28	- 2	- 3
British Columbia	" "	88	- 4	- 8
Without work, seeking work and available for work	" "	604	- 7	+ 49
		percentage change		
INDUSTRIAL EMPLOYMENT (1961 = 100) ^r	June 1976	147.7	+ 1.5	+ 1.6
Manufacturing employment (1961 = 100) ^r	" "	130.7	+ 0.5	+ 0.3
IMMIGRATION	1st quarter 1976	32,359	—	—
Destined to the labour force	" " "	14,111	—	—
STRIKES AND LOCKOUTS‡				
Strikes and lockouts	August 1976	188	- 4.6	- 24.5
No. of workers involved	" "	88,931	+ 12.5	- 15.5
Duration in man days	" "	953,940	- 28.3	- 25.7
EARNINGS AND INCOME				
Average weekly earnings (ind. comp.) ^r	June 1976	229.50	+ 1.8	+ 13.5
Average hourly earnings (mfg.) ^r	" "	5.80	+ 1.2	+ 14.4
Average weekly hours paid (mfg.) ^r	" "	38.7	+ 0.5	+ 0.5
Consumer price index (1971 = 100)	September 1976	150.7	+ 0.5	+ 6.5
Index numbers of weekly wages in 1961 dollars (1961 = 100)	June 1976	151.2	+ 1.2	+ 7.7
Total labour income (millions of dollars) [†]	August 1976	8,737.0	- 0.2	+ 14.5
INDUSTRIAL PRODUCTION‡				
Total (average 1971 = 100)	August 1976	120.3	+ 1.3	+ 6.4
Manufacturing	" "	120.6	+ 1.1	+ 7.3
Durables	" "	122.5	+ 1.7	+ 8.5
Non-durables	" "	118.7	+ 0.4	+ 6.0
NEW RESIDENTIAL CONSTRUCTION**				
Starts	August 1976	16,288	—	- 7
Completions	" "	14,312	—	+ 23
Under construction	" "	165,762	—	- 5

*Source: Statistics Canada. *Labour Force Information*, Cat. No. 71-001P and *The Labour Force*, Cat. 71-001

[†]Advance data

[‡]Preliminary

**Centres of 10,000 population or more

^rRevised

STRIKES AND LOCKOUTS

Statistical information on work stoppages in Canada is compiled by the Labour Data Branch of the Canada Department of Labour on the basis of reports from the Canada Manpower Division, Department of Manpower and Immigration. The first three tables in this section cover strikes and lockouts that amount to 10 or more man-days. The number of workers involved includes all workers reported on strike or lockout, whether or not they all belonged to the union directly involved in the disputes leading to the work stoppages. Workers indirectly affected, such as those laid off as a result of a work stoppage, are not included.

STRIKES AND LOCKOUTS, 1971-76

Month or Year	Strikes and Lockouts Beginning During Month of Year	Strikes and Lockouts in Existence During Month of Year			
		Strikes and Lockouts	Workers Involved	Man-Days	Per Cent of Estimated Working Time
1971	547	569	239,631	2,866,590	0.16
1972	556	598	706,474	7,753,530	0.43
1973	677	724	348,470	5,776,080	0.30
1974	1,170	1,216	592,220	9,255,120	0.46
1975	977	1,054	482,180	10,894,190	0.53
1975					
July	100	247	112,316	1,220,830	0.65
August	90	249	105,270	1,284,490	0.74
September	68	222	81,292	1,287,600	0.75
October	70	244	111,470	1,298,900	0.72
November	55	197	91,697	1,442,020	0.88
December	28	176	82,266	1,106,620	0.64
*1976					
January	33	164	54,590	842,250	0.49
February	46	170	148,145	603,130	0.37
March	71	170	172,468	483,060	0.25
April	66	157	303,708	702,250	0.40
May	85	177	268,076	707,930	0.42
June	118	238	190,197	1,183,080	0.62
July	61	197	79,058	1,330,020	0.71
August	62	188	88,931	953,940	0.50
January-August: 1975		833		5,695,380	0.41
January-August: 1976		673		6,805,660	0.47

*Preliminary.

STRIKES AND LOCKOUTS, AUGUST 1976, BY INDUSTRY (Preliminary)

Industry	Number In Effect During Month				Cumulative Man-Days (Jan. to August)
	Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days	
Agriculture	0	0	0	0	670
Forestry	0	1	355	7,460	23,650
Fishing	0	0	0	0	350
Mines	1	11	3,930	135,900	505,940
Manufacturing	30	82	31,116	482,280	3,284,000
Construction	10	21	41,895	207,370	718,740
Transp. & Utilities	11	31	8,140	55,140	434,250
Trade	3	19	1,661	26,130	113,330
Finance	1	2	62	1,210	6,040
Service	3	12	1,182	29,390	1,002,240
Public Admin.	3	9	590	9,060	51,950
Various industries ..	0	0	0	0	664,500
TOTAL	62	188	88,931	953,940	6,805,660

STRIKES AND LOCKOUTS, AUGUST 1976, BY JURISDICTION (Preliminary)

Jurisdiction	Number In Effect During Month				Cumulative Man-Days (Jan. to August)
	Beginning During Month	Strikes and Lock-outs	Workers Involved	Man-Days	
Newfoundland	1	10	1,490	6,070	129,410
P.E.I.	0	3	460	4,520	20,800
Nova Scotia	2	5	2,175	45,150	139,660
New Brunswick	5	8	3,566	90,300	218,600
Quebec	17	66	37,003	465,030	3,523,810
Ontario	17	44	7,606	117,780	1,291,080
Manitoba	0	1	29	290	88,520
Saskatchewan	3	12	2,202	21,730	102,560
Alberta	2	6	428	5,980	52,750
B.C.	6	16	31,419	156,590	1,090,570
Yukon & N.W.T.	0	0	0	0	0
Total, provinces	53	171	86,378	913,440	6,657,760
Federal					
Public Service (1)	0	0	0	0	3,730
Federal Industries (2)	9	17	2,553	40,500	144,170
Federal total	9	17	2,553	40,500	147,900
TOTAL	62	188	88,931	953,940	6,805,660

(1) Covered under the Public Service Staff Relations Act

(2) Covered under the Canada Labour Code: Part V.

NOTE: Numbers related only to workers directly involved in the dispute.

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1976 (Preliminary)

Industry	Employer	Union	Workers Involved	Duration in Man-Days		Starting Date	Major Issues
				August	Accumulated	Termination Date	
Location							Result
Forestry							
Woodlands Enterprises, Prince Albert, Sask.	Woodworkers Loc. 1-184 (AFL-CIO/CLC)		355	7,460	25,390	May 19	Wages, fringes, other issues —
Mines							
METAL							
St. Lawrence Columbium & Metals Corp., Oka, Quebec	Steelworkers Loc. 7579 (AFL-CIO/CLC)		170	3,740	25,080	Feb. 03	Wages, fringe benefits —
Bell Copper Noranda Mines, Granisle, B.C.	CDN Ass'n of Industrial Wkrs. Loc. 10 (CCU)		175	3,630	25,780	Feb. 07 Aug. 30	Wages, fringe benefits — Terminated by mutual agreement —
Brunswick Mining & Smelting, Bathurst, N.B.	Steelworkers Loc. 5385 (AFL-CIO/CLC)		1,180	77,940	131,440	May 29 Aug. 30	Wages, other issues — Workers return, agreement reached —
Whitehorse Copper Mines, Whitehorse, Yukon	Steelworkers Loc. 926 (AFL-CIO/CLC)		160	3,540	7,240	June 30	Wages —
United Keno Hill Mines, Elsa, Yukon	Steelworkers Loc. 924 (AFL-CIO/CLC)		186	4,120	4,620	July 29	Wages, fringe benefits —
Cyprus-Anvil Mines, Faro, Yukon	Steelworkers Loc. 1051 (AFL-CIO/CLC)		480	10,630	10,950	July 31	AIB rollback of wages —
Cominco, Yellowknife, N.W.T.	Steelworkers Loc. 802 (AFL-CIO/CLC)		170	1,870	1,870	Aug. 05 Aug. 20	Not reported — Terminated by mutual agreement —
MINERAL FUELS							
Fording Coal (Cominco), Elkford, B.C.	Chartered Local Loc. 1702 (CLC)		100	— 2,100	8,200	May 05	Wages, length of contract —
Fording Coal (Cominco), Elkford, B.C.	Steelworkers Loc. 7884 (AFL-CIO/CLC)		720	15,940	60,680	May 06	Wages, length of contract —
NON-METAL							
Cassiar Asbestos, Cassiar, B.C.	Steelworkers Loc. 6536 (AFL-CIO/CLC)		439	9,090	21,320	June 23 Aug. 30	Wages, fringe benefits — Terminated by mutual agreement —
QUARRIES							
Demix Laval Ltd., Laval, Quebec	Syndicat des employés de Demix (CNTU)		150	3,300	9,150	June 05	Wages, fringe benefits —
Manufacturing							
FOOD & BEVERAGES							
Borden & J. J. Joubert, St. Laurent, Quebec	Teamsters Loc. 973 (Ind)		230	5,060	12,310	June 20	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved			Termination Date	Major Issues
Location	Union		August	Accu- mulated		Result
Labatts Alberta Brewery, Edmonton, Alberta	Brewery Wkrs. Loc. 252 (CLC)	132	2,900	3,890	July 21	Wages, pensions, plant operat'n —
Canadian Home Products, Niagara Falls, Ontario	Food Workers Loc. P767 (AFL-CIO/CLC)	250	5,250	6,750	July 23	Wages, fringes, other issues —
Humpty Dumpty Potato Chips, Lachine, Quebec	Bakery Workers Loc. 333 (AFL-CIO/CLC)	295	6,490	7,380	July 28	Wages in first agmt. —
Fish Processing Plants, various locations, Nfld.	Food Workers various locals (AFL-CIO/CLC)	1,300	1,300	1,300	Aug. 16 Aug. 17	AIB rollback of wages — Return of workers —
Walter M. Lowneys, Sherbrooke, Quebec	Bakery Workers Loc. 476 (AFL-CIO/CLC)	550	5,500	5,500	Aug. 18	Wages, fringe benefits —
H.B. Nickerson, North Sydney, N.S.	Seafood Wkrs. Loc. 112 (CLC)	100	100	100	Aug. 25 Aug. 26	Protesting AIB rollback — Not reported —
General Bakeries, Toronto, Ontario	Bakery Workers Loc. 264 (AFL-CIO/CLC)	194	780	780	Aug. 26	Wages, fringe benefits —
TEXTILES						
Celanese Canada, Drummondville, Quebec	Syndicat des employés de Celanese (CNTU)	1,471	32,570	136,590	Apr. 26	Wages, fringes, other issues —
Porritts & Spencer, Hamilton, Ontario	Textile Wkrs. Loc. 720 (AFL-CIO/CLC)	145	2,030	2,030	Aug. 09 Aug. 23	Wages, fringes, other issues — Not reported —
KNITTING MILLS						
National Knitting Mills, Toronto, Ontario	Textile Wkrs. Loc. 1865 (AFL-CIO/CLC)	215	1,290	6,890	June 24 Aug. 11	Wages, fringe benefits — Not reported —
WOOD						
Canadian Forest Products, Huntting-Merrit, B.C.	Woodworkers Loc. 1-217 (AFL-CIO/CLC)	170	3,570	67,320	Sept. 13/ 1972	Shorter hours, elimination of piecework, rates of pay —
Bellerive Veneer & Plywood Mont-Laurier, Quebec	Carpenters Loc. 2399 (AFL-CIO/CLC)	166	3,650	10,960	May 31	Wages —
Abitibi-Price, Thunder Bay, Ontario	Carpenters Loc. 2827 (AFL-CIO/CLC)	300	5,700	12,000	July 02 Aug. 30	Contract issues, 7-day week — Not reported —
FURNITURE & FIXTURES						
Knechtel Furniture, Hanover, Ontario	Woodworkers Loc. 2-500 (AFL-CIO/CLC)	230	2,070	2,070	Aug. 13 Aug. 26	Wages — Not reported —
PAPER						
Reed Paper Co., Dryden, Ontario	Various unions	1,044	23,120	58,870	June 14	Wages —
Standard Paper Box, Montreal & Quebec, Que.	Fed'n of Paper & Forest Wkrs. (CNTU)	575	1,150	1,150	Aug. 27	Non-wage issues —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1976 (Preliminary) (Cont'd)

Industry	Employer	Location	Union	Workers Involved	Duration in Man-Days		Starting Date	Termination Date	Major Issues
					August	Accumulated			Result
PRINTING & PUBLISHING									
	Pacific Press, Vancouver, B.C.		Council of Newspaper Unions, various locals	1,400	12,950	12,950	Aug. 06 Aug. 20		Interpretation of AIB guides — Not reported —
PRIMARY METALS									
	Ontario Malleable Iron, Oshawa, Ontario		Steelworkers Loc. 1500 (AFL-CIO/CLC)	220	4,620	34,760	Jan. 18		Wages, fringe benefits —
	Sidbec-Dosco, Contrecoeur, Quebec		Steelworkers various locs. (AFL-CIO/CLC)	1,190	26,350	99,850	May 06		Wages, fringes, hours of work —
	Benn Iron Foundry, Wallaceburg, Ontario		Auto Workers Loc. 251 (CLC)	240	5,040	16,080	May 27		Wages —
	Canada Valve Ltd., Kitchener, Ontario		Moulders Loc. 279 (AFL-CIO/CLC)	140	2,940	9,100	May 29		Wages, other issues —
	Alcan, various locations, Quebec		Fed'n of Aluminum unions (Ind)	8,669	191,960	557,300	June 03		Wages, pensions, safety —
METAL FABRICATING									
	Sidbec-Dosco Ltée., Montréal, Québec		Steelworkers (AFL-CIO/CLC)	1,000	22,140	81,380	May 10		Wages —
	Sidbec-Dosco (Truscon) LaSalle, Quebec		Steelworkers Loc. 5063, 6025 (AFL-CIO/CLC)	234	5,150	18,710	May 10		Wages, fringe benefits —
	Sidbec-Dosco Ltd., Etobicoke, Ontario		Steelworkers Loc. 5927, 5629 (AFL-CIO/CLC)	230	4,830	17,020	May 16		Wages —
	Bridge and Tank, Hamilton, Ontario		Steelworkers Loc. 2537 (AFL-CIO/CLC)	136	1,630	1,630	Aug. 16		Job security — vacations —
MACHINERY									
	Rolls Royce Canada, Lachine, Quebec		Machinists Loc. 869 (AFL-CIO/CLC)	520	4,680	15,080	July 05 Aug. 13		Wages — Not reported —
	Borg Warner Canada, Scarborough, Ontario		Machinists Loc. 235 (AFL-CIO/CLC)	117	1,580	1,580	Aug. 12		Wages, other issues —
TRANSPORTATION EQUIPMENT									
	Motor Wheel Corp., Chatham, Ontario		Auto Workers Loc. 127 (CLC)	588	12,350	42,340	May 19		Wages, fringe benefits —
	Skiroule Ltée, Wickham, Québec		Steelworkers Loc. 776 (AFL-CIO/CLC)	130	2,860	5,850	June 29		Wages, fringe benefits —
	Fruehauf Trailor, Mississauga, Ontario		Auto Workers Loc. 252 (CLC)	339	7,120	13,900	July 05		Wages, fringes, length of agmt. —
	Ralph Milrod Metals, Mississauga, Ontario		Machinists Loc. 2506 (AFL-CIO/CLC)	201	600	600	Aug. 26		Contract issues —
	General Motors, Ste. Thérèse, Québec		Auto Workers Loc. 1163 (CLC)	3,100	3,100	3,100	Aug. 31		Suspensions and firings —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1976 (Preliminary) (Cont'd)

Industry	Employer	Workers Involved	Duration in Man-Days		Starting Date	Major Issues	
Location	Union		August	Accu- mulated	Termi- nation Date		Result
ELECTRICAL PRODUCTS							
	A. Bélanger Ltée, Montmagny, Québec	CNTU	400	8,800	36,000	Apr. 26	Wages, fringes, other issues —
	Canadian Chromalox, Rexdale, Ontario	Auto Wkrs. Loc. 252 (CLC)	479	4,310	31,620	May 14 Aug. 16	Wages, fringe benefits — Terminated by mutual agreement —
	Great Lakes Carbon, Berthierville, Quebec	Fed'n of Metal Trades Unions (CNTU)	187	4,140	10,540	June 14	Wages, fringe benefits —
	Fruehauf Trailor, Mississauga, Ontario	Steelworkers Loc. 5788 (AFL-CIO/CLC)	243	5,270	9,040	July 10	Wages —
	Enheat Ltd., Amherst, N.S.	Steelworkers Loc. 4883, 6874, 2231 (AFL-CIO/CLC)	240	5,280	8,880	July 12	Wages, other issues —
	Enheat Ltd., Sackville, N.B.	Steelworkers Loc. 8202 (AFL-CIO/CLC)	120	2,520	3,360	July 22	Wages —
NON-METALLIC MINERAL PRODUCTS							
	Fiberglass Canada, Sarnia, Ontario	Oil Workers Loc. 9-672 (AFL-CIO/CLC)	600	1,200	1,200	Aug. 23 Aug. 25	Non-wage issues — Terminated by mutual agreement —
PETROLEUM & COAL PRODUCTS							
	Texaco Canada, Edmonton, Alberta	Oil Workers Loc. 9-910 (AFL-CIO/CLC)	135	190	2,790	July 05 Aug. 04	Wages, fringe benefits —
CHEMICAL PRODUCTS							
	Canadian Industries Ltd., Nitro, Quebec	Féd. des synd. des mines (CSN)	360	4,320	44,280	Feb. 24 Aug. 18	Wages, grievance, other issues — Agreement reached, workers returned —
	C.I.L. Ltd., Nobel, Ontario	Steelworkers Loc. 13704 (AFL-CIO/CLC)	175	3,680	16,460	Apr. 15	Wages, other issues —
	Sico Inc., Quebec & Montreal, Quebec	Fed'n of Metal Trades Unions (CNTU)	150	3,300	10,500	May 24	Wages, vacations —
MISCELLANEOUS MFRG.							
	Sperry Gyroscope, Ottawa, Ontario	Auto Workers Loc. 641 (CLC)	125	560	560	Aug. 25	Wages, other issues —
Construction							
	P.E.I. Construction Ass'n, various locations, P.E.I.	IBEW Loc. 1432 (AFL-CIO/CLC)	110	2,420	13,530	Mar. 09	Dispute over hiring 2 men —
	Various Construction Cos., various locations, P.E.I.	Carpenters Loc. 1338 (AFL-CIO/CLC)	100	600	3,700	June 17 Aug. 10	Contracting out of work — Terminated by mutual agreement —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1976 (Preliminary) (Cont'd)

Industry			Duration in Man-Days		Starting Date	
Employer		Workers Involved	August	Accu- mulated	Termi- nation Date	Major Issues
Location	Union					Result
Const. Ass'n Mgmt. Labour Bureau, various locations, N.S.	Plumbers Loc. 56, 244 (AFL-CIO/CLC)	861	18,940	39,560	June 21	Wages —
Const. Lab. Relations Ass'n, province wide, B.C.	Various unions	26,500	82,000	522,200	June 23 Aug. 09	Wages, fringes, other issues — Industrial Commissioner —
Various Const. Co's., various locations, P.E.I.	Laborers Loc. 1079A (AFL-CIO/CLC)	250	1,500	4,000	July 19 Aug. 10	Contracting out of work — Terminated by mutual agreement —
N.B. Mechanical Const. Ass'n., province wide, N.B.	Plumbers various locs. (AFL-CIO/CLC)	1,500	7,500	7,510	July 22	Slow negotiations —
Marentette Bros., Windsor, Ontario	Int. Op. Engineers Loc. 793 (AFL-CIO/CLC)	150	2,250	2,250	Aug. 09 Aug. 30	Delays in pay for overtime —
Plumb. & Mechanical Contractors, various locations, N.B.	IBEW Loc. 502 (AFL-CIO/CLC)	300	1,500	1,500	Aug. 10 Aug. 16	Slow negotiations — Not reported —
Ass'n of Bldg. Contractors, various locations, Quebec	Council of Bldg. Trades Unions	1,200	2,400	2,400	Aug. 12 Aug. 14	Slow negotiations — Return of linemen —
Lorneville Area Barg. Authority, Point Lepreu, N.B.	Various unions	297	640	640	Aug. 13 Aug. 16	Protesting road conditions — Not reported —
Robertson Building Systems, Hamilton, Ontario	Steelworkers Loc. 4166 (AFL-CIO/CLC)	127	2,670	2,670	Aug. 17 Aug. 20	Not reported —
Comstock International, Hull, Quebec	Council of Bldg. Trades Unions	125	380	380	Aug. 17 Aug. 20	Wages — Not terminated but joined strike of Bldg. Trades —
Ass'n of Bldg. Contractors, various locations, Quebec	Council of Bldg. Trades Unions	10,000	80,000	80,000	Aug. 20	Wages —
Const. Lab. Relations Ass'n., Vancouver, B.C.	Plumbers Loc. 170 (AFL-CIO/CLC)	200	1,600	1,600	Aug. 20	Parking, meal arrangements —

Transportation & Utilities

TRANSPORTATION

Commission de Transport, Quebec, Quebec	Synd. des employés de garages (CSD)	140	3,100	5,500	July 08	Wages —
Metropolitain Sud Inc., Longueuil, Quebec	Public Service Fed'n (CNTU)	110	2,440	4,330	July 08	Wages —
Metropolitain Provincial Inc., Montreal, Quebec	Public Service Fed'n (CNTU)	150	3,320	4,280	July 23	Wages —

STRIKES AND LOCKOUTS INVOLVING 100 OR MORE WORKERS, AUGUST, 1976 (Preliminary) (Concl'd)

Industry			Duration in Man-Days		Starting Date	
Employer					Termination Date	Major Issues
Location	Union	Workers Involved	August	Accumulated		Result
Maritime Employers' Ass'n., Halifax, N.S.	ILA Loc. 269, 1825 (AFL-CIO/CLC)	650	11,140	11,140	Aug. 08	Dispatch rules —
Fred Sowchuk Trucking, Sparwood, B.C.	Mine Workers Dist. 18 Loc. 7292 (CLC)	100	200	200	Aug. 30	Wages —
Maritime Employers' Ass'n., Saint John, N.B.	ILA Loc. 237, 1039, 1764 (AFL-CIO/CLC)	400	2,570	2,570	Aug. 11 Aug. 19	Support for NHB police — Injunction issued —
Eastern Provincial Airways, Gander, Nfld.	Airline Empls. Ass'n (CLC)	105	110	110	Aug. 31	Wages, hours, other issues —
COMMUNICATION						
Canadian National Telegraphs, Gander, Newfoundland	Railway Transport & General Wkrs. (CLC)	120	2,640	15,760	Feb. 28	Dispute over shift scheduling —
POWER, GAS, WATER						
B.C. Hydro, Province wide, B.C.	Office Empls. Loc. 378 (AFL-CIO/CLC)	569	11,950	16,190	July 06	Wages —
Sask. Power Corp., Province wide, Sask.	IBEW Loc. 2067 (AFL-CIO/CLC)	1,207	7,240	24,140	July 13 Aug. 11	Rollback by provincial AIB — Terminated by mutual agreement —
Hydro Quebec, various locations, Quebec	Public Empls. (CLC)	4,000	2,000	2,000	Aug. 24 Aug. 25	Wages, other issues — Return of workers —
Trade						
K-Mart Stores, Windsor, Ontario	Food Workers Loc. 725 (AFL-CIO/CLC)	200	4,170	11,670	June 09	Wages, union shop —
Kresge Co., Mississauga, Ontario	Teamsters Loc. 419 (Ind)	100	2,080	4,580	June 26	Contract language —
La Cie Paquet Inc., Ste-Foy, Québec	Commerce Fed'n (CNTU)	133	1,270	1,270	Aug. 05 Aug. 18	Wages — Terminated by mutual agreement —
Macdonalds & Empress Foods, Vancouver & Victoria, B.C.	Retail Wholesale Loc. 580 (AFL-CIO/CLC)	800	11,200	11,200	Aug. 12	Right to strike —
Service						
HEALTH & WELFARE						
N.S. Ass'n of Health Orgs., various locations, N.S.	Public Empls. various locs. (CLC)	952	20,720	35,000	July 12	Wages —
Public Administration						
PROVINCIAL						
Wascana Centre, Regina, Saskatchewan	Sask. Gov't Empls. Ass'n (CLC)	222	4,220	4,330	July 30 Aug. 30	Not reported — Not reported —

General minimum rates for experienced adult workers

Federal	\$2.90 effective April 1, 1976
Alberta	\$2.75 effective March 1, 1976
British Columbia	\$3.00 effective June 1, 1976
Manitoba	\$2.95 effective September 1, 1976
New Brunswick ..	\$2.80 effective November 1, 1976
Newfoundland ...	\$2.50 effective January 1, 1976
Nova Scotia	\$2.75 effective January 1, 1977
Ontario	\$2.65 effective March 15, 1976
Prince Edward Island	\$2.50 effective July 1, 1976
Quebec	\$3.00 effective January 1, 1977
Saskatchewan ...	\$3.00 effective January 1, 1977
Northwest Territories	\$3.00 effective June 7, 1976
Yukon Territory*	\$3.00 effective April 1, 1976

* Federal rate plus 10 cents.

Minimum wage rates for young workers and students*

Jurisdiction	Rates per hour	Effective date
Federal	Employees under 17: \$2.65	April 1, 1976
Alberta	Employees under 18: \$2.60	March 1, 1976
British Columbia	Students under 18 employed part time: \$2.25	March 1, 1976
British Columbia	Employees 17 and under: \$2.60	June 1, 1976
Manitoba	Employees under 18: \$2.70	September 1, 1976
Nova Scotia	Underage employees: 14 to 18 years \$2.50	January 1, 1977
Ontario	Students under 18 employed for not more than 28 hours in a week or during a school holiday: \$2.15	March 15, 1976
Prince Edward Island	Employees under 18: \$2.20	July 1, 1976
Quebec	Employees under 18: \$2.80	January 1, 1977
Northwest Territories	Employees under 17: \$2.55	June 7, 1976

*New Brunswick, Newfoundland, Saskatchewan and Yukon Territory have no special rates for young workers and students.

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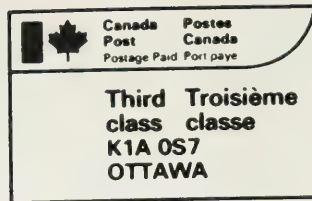
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